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FIFTH REPORT
FROM THE
SELECT COMMITTEE ON
ESTIMATES.

TOGETHER WITH THE MINUTES OF EVIDENCE
TAKEN BEFORE SUB-COMMITTEE B.
AND APPENDICES

Session 1947—48

COLONIAL DEVELOPMENT

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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 Hinchbrooke, 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.*)

The cost of preparing for publication the Shorthand Minutes of the Evidence taken before the Sub-Committee was £528 2s. 0d.

The cost of printing and publishing this volume is estimated by H.M. Stationery Office at £1,321 10s. 0d.

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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
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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 Aghobahi 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 I 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.

* 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

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.

* 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.

* 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. 15

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.

* 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	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 (E)	—	—	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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b 4

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)	7
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	70	320	100	325	120
	Women...	—	—	—	—	—	—	—	—	—	—
Eastern Provinces	Men ...	170	260	240	260	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 antagonism. 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 id. Of this, $\frac{1}{2}$ d. 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 kodoscope, 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 other traffic which we may expect 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
	332,000

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=699½ miles.

Kano—Baro=348½ 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 ros. 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	£ 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

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1711

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 a presentation 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 IO

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

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MINUTES OF EVIDENCE TAKEN BEFORE SUB-COMMITTEE B

WEDNESDAY, 28TH JANUARY, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.
Mr. Kirby.
Sir Peter Macdonald.

Mr. Parkin.
Mr. Norman Smith.
Mr. William Wells.
Mr. Willis.

Sir THOMAS LLOYD, K.C.M.G., Permanent Under Secretary of the Colonial Office, and Sir SIDNEY CAINE, K.C.M.G., a Deputy Under Secretary, called in and examined.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Chairman.

1. For the purposes of the record, Sir Thomas, would you be good enough to tell us what your position is now?—(Sir Thomas Lloyd.) I am now Permanent Under Secretary in the Colonial Office.

2. Since when have you held that position?—Since the 1st of February last year.

3. What position does Sir Sidney Caine hold?—He is one of the two Deputy Under Secretaries.

4. You know the conditions upon which evidence is given before a Select Committee? You have been before a Select Committee before?—No.

5. The position is that this Committee, proportionate to the Parties in the House, represents Parliament, and carries with it all the privileges of Parliament. The evidence that you give will be taken down, sent to you for correction, and published with the Report of the Committee?—Yes.

6. I think I can tell you that all of us here on the Sub-Committee are anxious to help you in this work, and we hope you and other witnesses will use this opportunity to put frankly before us any of your difficulties. We are much obliged to you for the information you have collected for us and sent in. We realise this is a time of great stress for you because of these many schemes that are coming forward?—Might I make one remark there? I have brought Sir Sidney Caine with me because he specialises on the development and economic side and in fact by and large deals direct with Ministers on that side of our business, and I would ask the indulgence of the Sub-Committee if from time to time he might answer questions which relate particularly to that side?

7. Certainly?—One other point. Sir Sidney may have to go to Paris at the end of this week for important economic dis-

cussions, and if he is not available when we appear next week I propose, with your permission, to bring an Assistant Under Secretary from that side of the Office with me.

8. Thank you very much. Quite briefly we are going to ask you to give us the story of your duties and responsibilities in your own words and then members of the Sub-Committee will put questions to you. The first thing I think we want to get at is this: are we right in saying that there are three permanent heads in the Colonial Office more or less? There are yourself and two others. Is that not so?—In a way. I am the Permanent Under Secretary. There are two Deputies, each of whom has a block of Departments and each of whom by and large deals direct with Ministers; but where any of their problems raise questions of particular importance—especially when they have a political angle to them, because I mainly do the political work—then they would come through me on the way to the Secretary of State. But they do have in their responsibilities, Sir Sidney for the economic side and Sir Charles Jeffries for, roughly, social services and personnel, direct dealings with Ministers, bypassing me.

9. We asked for a chart which has now been circulated.* I think it might save time if you would just answer one or two questions on that chart. It will make it easier to examine you afterwards. From that chart it appears that you, Sir Thomas, take the full responsibility and have under you two Deputy Under Secretaries of State. At the foot of the chart there are three Assistant Under Secretaries of State, one of whom is responsible for research, production and marketing, one for commercial relations and supplies, and communications, and one, a new appointment, for economic intelligence and planning, and finance. Are we right in

* See Annex A.

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Sir THOMAS LLOYD, K.C.M.G., and
Sir SIDNEY CAINE, K.C.M.G.

[Continued.]

assuming that those last three at the foot of the chart whose responsibilities I have just read out are concerned mainly with the development schemes which are now under review?—Yes, and, as the chart shows, they deal through Sir Sidney Caine, who is the Deputy Under Secretary of State, shown to the left of them.

10. So Sir Sidney Caine has that group under him. He also has above what you call "Eastern A and B" and "General" and "West Indian." Is that right?—No. He has "West Indian"; but "Eastern A and B" and "General" come through an Assistant Under Secretary of State to me. That is the explanation for the break in the line to the left.

11. Yes, I see the bracket. It means that if anything is being done for development it brings in the Assistant Under Secretary who is responsible for those sub-headings shown at the foot and he is brought geographically in touch with the Assistant Under Secretary of the area. Is that right?—Yes.

12. It really means that the group at the bottom are brought in touch with each department from a functional point of view, irrespective of location. Is that right?—Each geographical department, yes.

13. At the top of the chart you have "Director of Information Services." We shall have something to ask about that directly. Is that the officer responsible for contacts, we will say, with the British Council?—He will be quite soon. It is moving over to him very shortly. It is being transferred from the Social Service Department where it has been hitherto.

14. The British Council?—British Council work, yes.

15. I may tell you that there is another Sub-Committee of the Estimates Committee going into the question of the British Council and we do not want to step into their preserves, but there are one or two points on this which we should like to pass on to them for their information in their enquiry. All I wanted to get from you now was whether the Director of Information Services comes directly under you. Does he?—He comes under the other Deputy Under Secretary of State, who is not here today.

16. Sir Charles Jeffries?—Yes.

17. He goes through him up to you?—No, he goes from Sir Charles Jeffries direct to the Minister, normally.

18. He does not go through you at all?—No.

19. That is the point I wanted to get. You take responsibility, as Accounting Officer, for all expenditure, do not you?—Yes.

20. The British Council expenditure on behalf of the Colonial Office is not therefore checked by you?—They would refer to me on a question of substantial expenditure—for example, a note in the Estimates as agreed with the Treasury. When I say that the work generally falls under the Deputy Under Secretary I meant the day-to-day work concerned with the Council, and on anything, even affecting policy, unless it had a financial implication which led him to bring me into it on its way up to the Minister, he would go direct.

21. If you could let us have a note on the set-up for the Information Services and how it works in with both the British Council, the C.O.I., and so on, I think it would be of assistance not only to this Sub-Committee but to the other one. Thank you very much. The next point is about the Director of Recruitment. Could you explain to the Sub-Committee what "Appointments A and B" are?—That simply means that there are two departments, Appointments A and Appointments B. By and large Appointments B department deals with all technical posts—forestry, agriculture, geological, veterinary and the like—and Appointments A deals with administrative posts—police, and I think education. It is just a division of the various types of appointments in the Colonial Service because it is too much for one Assistant Secretary to manage.

22. Presumably "Colonial Service A and B" means that there are the same divisions as you have above, does it? You have Appointments A and B, and Colonial Service A and B?—It simply means that there are two departments. One deals with promotions and honours, transfers and re-employment, and the other deals with everything else—pensions, conditions of service and any general service problems of that sort.

23. There is one other point. I do not know whether you will be able to give us an answer on this. With regard to the set-up on the political side, the Secretary of State now has the assistance of the Parliamentary Under Secretary of State and also the Minister of State for Colonial Affairs. a most recent appointment. More recently still you have a Paymaster General who has gone out on a tour to see what is going on about development. Is that not right?—Yes. He is in no way connected with the Colonial Office either from an establishment or duty point of view.

24. Lord Listowel is now part of the political set-up?—Yes.

25. The work he does is at the discretion of the Secretary of State?—Yes. The Secretary of State has decided on a division of duties between Ministers, but it cannot be put into force for two months because Lord Listowel leaves next week for Ceylon to represent the Government at the inaugura-

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Sir THOMAS LLOYD, K.C.M.G., and
Sir SIDNEY CAINE, K.C.M.G.

[Continued.]

tion of the Dominion. He then goes on to Malaya and Hong Kong and will not be back until the beginning of April.

26. The reason we asked was that it is rather important at the beginning of an enquiry like this to find out what are the responsibilities and whether the Minister has any special duties within the Office. Do you follow what I mean?—Yes.

27. There is no alteration here from the normal set-up, of the Secretary of State and the Parliamentary Under Secretary of State?—No. The Secretary of State maintains, as he must, ultimate responsibility for everything, but he does delegate certain duties to each of these Ministers and expects them to interest themselves particularly with and pay special attention to the subjects so designated.

28. The last question I want to put to you before I ask members of the Sub-Committee to put questions on this side of the set-up of your organisation is this. Could you tell us how the divisions are made up? I see "Ceylon and Pacific." That is fairly obvious. Then you have "Middle East" and "Mediterranean" together. That is a group by itself. Were you not originally, Sir Thomas, in charge of East Africa?—No. I have been in charge at different times of West Africa, the West Indies and the Far East. My last post, before I became Permanent Under Secretary, was in charge of the queer combination of Far East and West Africa. Before that for some years I was in charge of a collection of departments with West Indies as the one political unit I had. That was from 1943 to 1946.

29. I was going to ask why it is that West Africa and the Far East were grouped together?—That is done away with now. It was a temporary expedient. I happened to be the only Assistant Under Secretary with experience in Far East affairs at that time, and with the Malayan Constitution in such a difficult state it was thought undesirable to remove me. There was another man at that time who knew a lot about East Africa. For six months we divided Africa. I took West Africa and he took East Africa. As from the beginning of last year we brought Africa back again as it should be under one Assistant Under-Secretary.

30. You have Eastern A and B, General and West Indian as a group together?—Yes, under one Assistant Under-Secretary.

31. In the case of all these divisions, I suppose there is some reason for their being grouped like that. If you can deal with that point when you are giving us a general description it would help us quite a lot. Are you not rather like Topsy at the Colonial Office—you have sort of grown?—Bearing in mind always the

idiosyncracies and particular bents of particular individuals we have always tried to think out a plan.

Chairman.] I will now ask the members of the Sub-Committee, in order to try to get quite clear in our minds this set-up, to put any questions on points they are not quite clear about. I am grateful to you for the help you have given us up till now.

Wing Commander *Hulbert.*

32-33. It is a fact that you have the over-riding responsibility for the administration?—Certainly.

34. I rather gathered from your earlier remarks that on certain aspects of the work Sir Sidney Caine and the other Deputy Under-Secretary bypass you entirely?—Yes.

35. But you have, nevertheless, responsibility for what they do without your knowledge of it?—Yes. The Secretary of State could hold me responsible and on the accounting side I am definitely responsible. It is up to the Deputy Under Secretaries, where any problem raises an accounting point, to send it through me. For the rest it is for the Secretary of State to decide what subjects shall be allocated to these people. The day-to-day work, Parliamentary questions and everything connected with the subjects shown against the two Deputy Under Secretaries of State, goes past me through them to the appropriate Minister. It is up to them certainly to keep me in touch with everything affecting public accounts here and with any other important matters. For example, on this expansion of the Office, which I have just mentioned, I have been in on that right through and I shall be on other similar possibilities. I trust the two Deputy Under Secretaries to keep me in touch and they do so very well.

36. It is the fact that your position is no different from that of the Permanent Under Secretary of any other Department of State?—That is so.

37. With regard to the Paymaster General, I believe you said you were not responsible for his tours. Does he report to you and is the cost of his tours borne on the Colonial Office Vote?—(Sir *Sidney Caine.*) So far as I know, it is not settled. I should say that his present tour is not wholly in the Colonies but it covers other territories in Africa besides Colonial territories. Our assumption is that his report will be to the Minister of Economic Affairs. Of course it will be communicated to the President of the Board of Trade and to the Secretary of State for the Colonies and, I assume, to the Secretary of State for Commonwealth Relations.

Wing Commander *Hulbert.*] Is the Paymaster-General sent any suggestions or instructions from the Colonial Office as to what he is to look for?

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[Continued.]

Chairman.] That is a matter which does not concern our Committee. That is a Cabinet matter. We must assume that instructions were given to the Minister and it is not for us to question who issued them. What does matter to us is any expenditure in which the taxpayer might be involved; we should know where it falls. I do not think it is proper to ask the witness what instructions were given to a Minister.

Wing Commander *Hulbert.*

38. I wanted to ask to what extent the Colonial Office interested themselves in the Minister's tour prior to his leaving. Did the Colonial Office make any suggestions as to what he should look into?—We should provide him with a good deal of information I should say.

Chairman.] This is really a matter for Sir Stafford Cripps. He initiated this. It is a Cabinet matter and I suggest we pursue it no further.

Mr. *Kirby.*

39. Could we have a little enlargement of the note at the foot of the chart about these Advisers who appear to have access to the Minister and yet very largely do act under heads of Departments. Could you expand the position and tell us about their activities a little more?—(Sir *Thomas Lloyd.*) The position of an adviser—and one which quite rightly each of them regards jealously—is that of a personal servant of the Secretary of State. There is no doubt that in case of dispute, and in other circumstances too, an adviser could claim the right of access and would be given the right of access to the Secretary of State over me. I should not want to contest it. For practical purposes advisers work at, roughly, the Departmental level. That is to say, a member of the West Indian Division who has an educational problem, even an officer below the head of the Department, feeds it into the Education Adviser or the appropriate Assistant Educational Adviser and, with the spirit of give and take which we have over anyway 95 per cent. of the staff, that does work. There is no touchiness. The only point on which advisers quite naturally feel strongly is that when their considered advice on some point of policy is rejected by an administrative officer, even perhaps by the Deputy Under Secretary or by me, they shall be told of that; they shall be allowed to see the papers with a reasoned explanation of why their advice was rejected. I have not known, in five years or more, any case in which an adviser has found it necessary to exercise his undoubted right of going to the Secretary of State. They also work closely with the junior Ministers through their Advisory Committees, because the Chairmanship of each of our many Advisory Committees has been held

hitherto always by the Parliamentary Under Secretary of State, and under the new arrangement the Chairmanship of the Financial and Economic Advisory Committees will be held by the Parliamentary Under Secretary and Lord Listowel will be Chairman of the Social Service Advisory Committees. The adviser is always at those meetings. He prepares many of the documents for them. He goes, a day or two before a meeting, to the Minister and briefs him fully for the meeting and is often, according to the personal idiosyncracies and tastes of the Ministers, called in. One Minister will call in the Educational Adviser a lot and another, whose interest lies in a different direction, will call in another adviser. As I say, they work closely with junior Ministers through their Advisory Committees. They have a right of access to the Secretary of State, but by and large they function with the Departments and with the Assistant Under Secretaries. I personally do not see a lot of the advisers. I try to have a talk with each of them once every six months to see how things are going, but in day-to-day work I am not brought personally much into contact with them. I hope that gives you what you want.

40. Yes. One further question. Have you had any instances of friction in the service due to, say, an adviser giving advice to the head of a department and the head of the department not taking it and the adviser then going to the Secretary of State or something of that sort?—You mean friction within the Office?

41. Yes, by reason of the fact that the department did not take the advice given and the adviser thought fit to go to the Secretary of State?—No, I have not had one on my side. (Sir *Sidney Caine.*) I have not known of any case of an adviser finding it necessary to go to the Secretary of State. It would be true to say, of course, there are differences of opinion, but normally they can be sorted out amicably.

Chairman.

42. Following up what Mr. Kirby asked you, have you before you a copy of the Colonial Office List?—(Sir *Thomas Lloyd.*) Yes.

43. The last one, I think, is 1946?—Yes

44. On what Mr. Kirby was asking—are these the people, on page 5?—Yes, pages 5 and 6. I think three have been appointed since this list was prepared. There is an adviser on Co-operation now. He was appointed at the beginning of last year.

45. When is your new List coming out?—We hope to have one this year. We missed 1947.

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[Continued.]

46. I suppose you could not get it printed. Following up what Mr. Kirby asked you, I notice there is a Labour Officer, a Major G. St. J. Orde Browne. That is at the top of page 6. Is he the man who is advising the Secretary of State on all labour matters right through the Colonial empire?—He is dead now. We have another.

47. It killed him, I should think! Is it not rather a big job for one man?—Yes, and we recognised that for some time. We have now a Labour Adviser, a new man from the Ministry of Labour, and an Assistant Labour Adviser on the female side brought in from Palestine, and at the moment we are advertising an Assistant's post on the male side. During the war not so much of the labour work in the way of visits to the Colonies was done as was done before the war and as we hope to do now. So we did hold our hands. We planned before Major Orde Browne died to bring in a man from the Ministry of Labour as his assistant last year. Major Orde Browne died suddenly and we made that Ministry of Labour man the adviser. We hope by March or April to get a second assistant.

Chairman.] Would Mr. Bryant make a note that I think it would help the Sub-Committee very much if we might have a note as to the up-to-date arrangements for labour advice, especially in regard to the Carribean, and how it was that those things got out of hand before and whether there is any likelihood of things getting out of hand in West and East Africa. I think that is rather an important aspect of the whole thing.

Mr. Parkin.

48. Once the advisers are appointed are they appointees of the Secretary of State?—Yes.

49. Personal?—Yes.

50. Do they go on to the next Secretary of State?—Yes. They are not personal in the sense of a personal private secretary or a Governor's A.D.C. They are personal in their relationship to the Secretary of State, but many of them are pensionable officers. They come from a wide variety of sources. Some have been in the Colonial Service. The Agricultural Adviser, for example, was in the Colonial Service. The late Medical Adviser was, too. Some of them come from outside. The Educational Adviser came in from the University world; he was at New College, Oxford. The Labour man I have just mentioned came from the Ministry of Labour. There is no question of any one of them so to speak forfeiting his seat on the change of Secretaries of State.

51. The first sentence under the Agricultural Adviser is "Matters of general policy"?—They mean general agricultural policy.

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52. Is he selected because he has experience of a new agricultural policy carried out somewhere else, or carried out at home? Is he selected because of his past experience?—This particular man was selected because of his Colonial experience. I think agriculture, perhaps more than any other of these subjects, is the one on which almost the prime requisite in the Secretary of State's adviser is overseas experience. It matters more there than it does with education. He was picked because he was regarded as the best candidate from the Colonial Service. His experience it is true has been limited to East Africa, but he had a very high reputation there.

53. Some of them are in fact provided from the Colonial Service?—Some of them, but not all by any means. The Educational Adviser was not. The Adviser on demography was not. The Director of Colonial Surveys was not. Several of the local people were not and the new Labour Adviser is not. They are provided from quite a wide variety of sources.

54. In all those except the last if these Advisers did not exist it would be necessary to invent them, so to speak—to get those functions fulfilled from within the Service itself. I can understand the Political Head of the Department saying: "Other Departments of His Majesty's Government have made vast progress in their spheres and we want the benefit of that experience and advice inside the Colonial Office," and therefore you might reasonably decide to have a Labour Adviser with an experience of labour relations at home, or a co-operative adviser. I cannot see why you want an Agricultural Adviser to advise on general policy unless he is going to bring in a new enthusiasm for the recent changes in British agricultural policy; and in fact it seems you have used a man with Colonial Office experience anyway. So why take him outside the framework?—You have to keep this in mind, that in addition to the Advisers we have the Advisory Committees on agriculture, medicine, education—I need not go through the lot; there is an Advisory Committee corresponding to at least eight or nine of these Advisers. On that Advisory Committee you generally have (they have been strengthened very markedly in the last two years) a very fine body of both United Kingdom and other opinion. To take agriculture for example, you have Sir Frank Engledow, a very well known agriculturalist from Cambridge.

Chairman.

55. There is a list of them over the page?—Yes. There is a list on page 11. You will see there the names Captain Henderson, Sir Harry Lindsay, Sir Frank Engledow and others.

56. Sir Harry Lindsay is the same man as the Imperial Institute man, is he?—Yes.

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Sir THOMAS LLOYD, K.C.M.G., and
Sir SIDNEY CAINE, K.C.M.G.

[Continued.]

57. Who is the Agricultural Adviser?—
Mr. Clay.

58. Mr. Jack is an Assistant Agricultural
Adviser?—Yes.

Mr. Edward Davies.

59. Presumably the Advisers to whom
reference was made just now are permanent
advisers. They are constantly available to
you?—There is one who is part-time; that
is the Veterinary Adviser. There is a
suggestion now that he should be changed
to full-time.

60. There is beyond that List some sort
of consultative or advisory committee which
is not full-time. You have set out a list
on page 11 of the Colonial Office List. Are
these gentlemen who come in at request?
—Yes. First of all, on the frequency of
meetings, most of the Advisory Committees
meet once a month; some meet less fre-
quently. The non-official members again
usually (there is no absolute rule about it)
hold office for three years, and in the case
of some Committees are not normally re-
elected, so to speak—re-invited—except
after a break of one year. That is to ensure
infusion of new blood from time to time on
the Committees. They are not paid in any
way. They get their travelling expenses
and their subsistence allowance, but there
is no payment for duty on an Advisory
Committee.

61. I was specially interested in inland
transport. This matter is of some import-
ance I think in connection with the East
African project. I could not see who was
your Advisor in that connection?—He has
just been appointed. The one who was
appointed, Mr. Rooke, died rather suddenly
about eight or nine months ago. We left
the post vacant for a time pending the
retirement of the man we thought was the
best candidate, who had been General
Manager of the Nigerian Railways for some
little time past. He had had previous
experience of the railways in this country
before he went out there. He has now
taken on the post of Adviser with effect
from, I think, the beginning of the year.
Bunning is his name.

62. He will cover roads, docks and in-
land waterways as well as railways?—I
imagine that on inland waterways we shall
probably have to go outside and get
special advice *ad hoc* when we want it.

63. Your Advisers are limited at the
moment to railways?—Yes. He does not
claim, I think, to know anything about
inland water transport. In Nigeria he was
limited to railways. I think he had respon-
sibility for some of the docks.

64. There is no dock specialist as distinct
from him?—No. When there was all that
trouble, as there was in 1945 and 1946
over the congestion of Singapore dock, we

went to an authority in this country—in
that case the Southern Railway, who were
extraordinarily good and lent us very
quickly a man who had been in charge at
Southampton during the war. We sent
him to Malaya, and within six weeks he
was able to advise us. We think it is
better on specialist work of that kind for
the Colonial Government to engage a man
from time to time as they need one rather
than to keep a man on tap whose services
will be wanted occasionally.

65. This is the lay-out at home of the
Colonial Office, if I may say so. Is there
any similar lay-out in the field, so to
speak? Have you any subdivisions of your
organisation?—You mean in a Colonial
Government?

66. Yes?—It varies very widely. There
is no attempt from this end even to sug-
gest to Colonial Governments how they
should organise. In the Colonies to which
I have been, about ten or twelve, I have
seen very widely differing ones. The way
the bigger Colonies are developing now is
towards what is known as the membership
system. That means that departments are
grouped. All those concerned directly or
even indirectly with local government may
be grouped under a man called the member
for local government or some such title. If
it is finance, he is called the member for
finance, or sometimes is called the financial
secretary. It is a breaking away from the
old system of a bottleneck under which there
was the Governor with only one principal
executive officer—it is breaking that down
and creating a number of members or
secretaries each of whom has access
to the Governor over his own range of
subjects. Each of those secretaries or mem-
bers is responsible for keeping the Colonial
Secretary informed on broad policy just as
my Deputies are for keeping me informed
in that way. The interesting fact is
that in one or two places, in Kenya,
for example, one of these posts of members
has recently been taken up by a fellow who
was a member of the Legislative Council
before. He comes in as an unofficial mem-
ber, with no previous governmental service.
He vacates his seat but since he had the
confidence of the unofficials in his time there
it is a valuable addition to the forces of
government. That is only one example.
Elsewhere you find a completely different
system.

Mr. Norman Smith.

67. I would like to ask you about this
new appointment. I confess I have not
seen the original announcement and it does
strike me that there are great possibilities
in this appointment one way or the other.
Who is this third Assistant Under Secre-
tary?—Who is the individual?

68. Yes?—Mr. Gorell Barnes.

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[Continued.]

69. I did see the announcement, then. He will have a department?—He will have a division. He will have two or three departments, some of which he will take over from existing Under Secretaries. He will have this one new department of Economic Intelligence and Planning.

70. That is the department that really excites my curiosity. To what extent will he have staff from outside the Colonial Office? To any extent at all?—We have asked the Treasury to help us in this direction. His Assistant Secretary will be, I think quite rightly, a Colonial Office man. Mr. Gorell Barnes himself knows nothing of the Colonial Office, and the head of the department working under him should be a Colonial Office man. I hope to be able to release one who has special qualifications, who took economics as his subject and has shown a bent this way. If the newcomer, the Assistant Under Secretary, had also an Assistant Secretary who knew nothing of the way of the Office I should be a little afraid of the way things might go. Below that it is hoped to get one at least of the principals from outside. (Sir Sidney Caine.) People with training and, if possible, experience of the planning activities of other Government Departments.

71. Who had taken Economics as a subject when at college or at a University, I mean. That is what you referred to?—(Sir Thomas Lloyd.) Yes.

72. Would this individual you contemplate being put into that appointment have had any practical experience or technical experience in any economic activities, in business or anything like that, in these areas?—No.

73. Is staff recruited at all from private firms who have had actual business experience?—No. We have not got to the stage of thinking how we are going to recruit them. We have got to get the Assistant Under Secretary in and get him going with his skeleton staff, his Assistant Secretary and two Principals, and then see what more he wants. We have some ideas on that which are at present with Ministers. We have not yet got to the point of deciding from what sources they will be found.

74-75. Mr. Gorell Barnes will have to do the prodding of Colonial governments by way of getting schemes brought up to be considered? The initiative will lie with him to drive Colonial governments, will it?—(Sir Sidney Caine.) I do not think it will lie entirely with him. I think his task will be rather that of co-ordinating all those schemes here, particularly from the point of view that at present our great problem is really that we have more schemes in sight than we have resources to undertake them—particularly physical resources. The

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reason, partly, why we have created this new Department is to have machinery for co-ordinating all those projects and sorting them out and giving due priority to the most important of them. I think the task of prodding Colonial governments will rest rather with the man in charge of what is described here as Production and Marketing Departments who are concerned more with the detailed working out of particular schemes of producing whatever it may be—rice in West Africa or sugar in the West Indies, or anything of that sort.

76. Let us suppose that we might all be agreed that there was a great shortage of food, raw materials, and this, that and the other, and, for reasons connected with dollar exchange and so on, it is desired to develop as quickly as may be the resources of this Colonial Empire, am I to understand that there is no shortage of ideas for doing that? Am I to understand from what you have just said that the people concerned are aware of where the latent potentialities are? There are abundant schemes for getting these potentialities developed, and the only question now with which we are concerned is skimming the cream off the milk—deciding which, in view of our shortages of labour, skill and so on, to go for. There is no question of anybody having to use initiative in backing up people to put up ideas?—I think there is a bit of both. It is halfway between in that there are available plenty of rather general vague ideas that it would be possible to produce this particular commodity in this particular territory. The first thing that is generally needed is to have that idea investigated and given a practical form—to find out how large an area could be developed; what it would need in the way of capital equipment to develop it, and all that sort of thing. It would be untrue to say that we have a great many schemes which are worked out up to that stage of having the complete blue print. There are a great many ideas on potentialities. But even at the stage of investigation it is necessary to consider before you start on the investigation whether there is any prospect of being able to get the supplies to carry out the project if the investigation is favourable. The thing has to move first on the one side and then on the other. The first idea may be just a general scheme of growing, shall we say, more ground nuts in West Africa. That has to be looked at here to see whether it is within the bounds of possibility that we can find the means of carrying out such a scheme. If people think it is a probable starter, then an investigation has to be undertaken to get the thing down to a practical basis, and then it will come back here again to see whether, in fact, we can find the equipment and so on, which has been specified as necessary within the next year or two years, or whether

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we have to spread it out over five or 10 years. That is the sort of thing. It is not a clear-cut process.

77. May we take it that the appointment of Mr. Gorell Barnes is evidence that there is in the Colonial Office a sense of urgency now about the economic need?—(Sir Thomas Lloyd.) Yes.

78. May I take it that it is possible to create inside the Office that sense of urgency and to have all one's people on their toes: is that roughly true of the Office as it is at present?—I think they are very well impressed with that sense. There has been some sense of frustration, not so much in the Office, perhaps, as among Colonial Governors, that they were not always able to get what they felt they wanted in order to be able to carry through an important scheme. That was very evident at the African Governor's Conference in November. The Chancellor of the Exchequer made his speech to them. It was then thrown open to discussion and almost every Governor, while welcoming the policy of His Majesty's Government, had some practical problem; he could not get on with this or that because he could not get 1,000 tons of steel and had got to leave the thing to go through the ordinary processes. There has been, and still is, a sense of frustration or disappointment among Governors if things do not always come to fruition as quickly as they, the Governors, think should be the case.

79. Mr. Wells has had to go away. He asked me to raise a question. I had been going to raise the same thing. He wants me to raise the question of the relationships between Mr. Gorell Barnes' Department and the two Development Corporations. There would be intimate and direct liaison between them?—That is one of the things that is on his schedule. (Sir Sidney Caine.) The liaison with the Development Corporations will be rather more, as I said, through the Production Departments who are concerned with individual detailed schemes. They will also have to be taken into the whole planning activities which will come under Mr. Gorell Barnes.

80. It is the case, as you have made clear, that at the moment this Division has not got going, and there is not much we can ask about it?—It is rather difficult to say how it will function. It will have to grow through the whole organisation.

81. The creation of the Division is evidence of the fact that the Colonial Office is seized with the importance of it and also there is no doubt that Mr. Gorell Barnes is the person on whose initiative it will depend. That is so, is it not?—Yes. I would like to say that to a large extent, from our point of view, among the very essential functions of this new Department will be to bring the Colonial

Office into the closest possible relationship with the general economic planning activities of the Government. That will be one of its principal functions, to ensure that, in our economic planning, we are fully integrated with the wider planning of the Government as a whole.

Wing Commander Hulbert.

82. Arising out of that, may I clear up one point? Could you tell us how Mr. Gorell Barnes will work in with the Colonial Governors? What will be the method of communication? Will he have direct access to them?—I think he will proceed with the ordinary methods of communication which the Colonial Office follows, of telegrams and despatches issued normally in the name of the Secretary of State. I do not think there will be any special channel of communication for Mr. Gorell Barnes' Department. No doubt, like other members of the office, he will establish semi-official contacts; but the normal method of communication will be the same for him as for anybody else.

Chairman.

83. Before we leave the question of Mr. Gorell Barnes, I think the Sub-Committee want to realise that he is in no different position officially than any other Assistant Under Secretary of State, but is appointed for an *ad hoc* special purpose. That is the position, is it not?—(Sir Thomas Lloyd.) Yes. I think there may still be a little confusion about the special purpose. He was appointed to strengthen the economic side of the Office, to relieve the other Assistant Under Secretaries, and one of those will be the person who will be most directly engaged on this production business; but Mr. Gorell Barnes will fill in in the sense of doing the intelligence and planning work and in particular in keeping contacts with the Central Planning Organisation here. I do not want to leave the Sub-Committee with the impression that he is a man who is going to be solely responsible for the production side.

84. Sir Thomas, would you be kind enough to let Mr. Bryant produce for us (I take it they are in existence) what are the directives issued to the various officials in responsible positions and what are the terms of reference to the various Advisory Committees? You have such a number of these, and the questions you have had addressed to you show that we are anxious to see that there is not too much overlapping expenditure which might possibly be saved, and if Mr. Bryant could let us have the terms of reference of the various Advisory Committees, what they are supposed to do and their limits, and the directives issued to Mr. Gorell Barnes and others—not only to Mr. Gorell Barnes—so that we can see quite clearly what are their functions, that would be helpful?—

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I do not think there are any directives issued to Administrative Officers in the Office.

85. I know. That is why I asked for them. Unless you get the directives it is difficult to see what everybody's function is. If there is not a directive issued you can tell us what, in your view, is the scope of each of these people. It will save us an awful lot of time in our inquiry?—We can do that. We can do one for each Department.

Chairman.] It might be interesting to the man himself to know what he is doing—theoretically.

Mr. H. D. Hughes.

86. I am not clear as to the number of people who seem to have fingers in the economic planning pie within the Department. You have given us another rather helpful chart showing how an application initiated in a Colony for assistance is dealt with in the Colonial Office. It appears that if you get a project of economic development coming forward from a particular Colony, you may have to consult the Geographic Department; you have to consult the Subject Department (shall we say the Production Department in that case) and you will possibly bring in the new Intelligence and Planning man. Then you have the Development Planning Adviser and the other specialist Economic Advisers (I am not quite clear where they would be brought in) and finally you have the Finance and Development Departments. I think it would be very helpful if this chart could be expanded to show on a particular project just what role all these people play?—(*Sir Sidney Caine.*) I think it has been suggested that at the Sub-Committee's next meeting we should, as it were, go through a particular project and explain what happens to it. We can do that, and I think it might be better and more helpful to the Sub-Committee if we deferred doing it until next meeting, when we can have the actual paper before us.

Chairman.

87. If Mr. Hughes agrees, I think that would be best. You will please put in the time factor, because I think we are all concerned about whether the average period between a project coming from a Colony and going back to the Colony approved or turned down is a matter of months, weeks, days or even hours?—I think we can deal with that. There are one or two observations I would like to make before that. In the first place, I think the Sub-Committee should be aware that the post of Adviser on Development Planning is to cease to exist. That is being absorbed during the current reorganisation of the Division. Sir Frank Stockdale, the holder of that post, as the Sub-

Committee is probably aware, is going to be Chairman, full-time, of the Colonial Development Corporation. The second thing is that the chart here sets out all the hoops through which a formal scheme for assistance under the Colonial Development and Welfare Act has to go. It does not necessarily mean that every economic project has to go through all these procedures. It is only if it is a matter of formal application for assistance under that Act. There are a great many other projects which are financed through some other channel, which do not necessarily have to go through all this procedure.

Mr. H. D. Hughes.

88. Perhaps we shall have an opportunity of seeing what the procedure is, both on this and on the Ground Nuts Scheme and any other type of project which emerges. Does what you said mean that Sir Frank Stockdale's functions will be taken over by the new Department?—In effect, yes. To some extent they will be divided between that Department and the Production and Development Department.

89. I am still not quite clear what is the level of advisers in relation to the Administrative staff. Are they, roughly speaking, on the same salary and of the same status as a Deputy Secretary or Assistant Secretary?—(*Sir Thomas Lloyd.*) We have two main grades of Advisers. The Senior Advisers are on the scale of £1,600-£1,800. That is intermediate between an Assistant Secretary and an Assistant Under-Secretary; but you have to remember that some of them, at least, have retired from other public service and also have pensions. Some of the less important Advisers are on a scale of about £1,320-£1,520. That is also the scale of the Deputies to the Senior Advisers. The Senior Advisers are, roughly, the Agricultural Adviser, the Adviser on Education, the Labour Adviser and the Medical Adviser. The Legal Adviser has a special salary related to the salaries of Legal Advisers in other Departments of Whitehall. Those scales, the scale of £1,600-£1,800 and the scale of £1,320-£1,520, are based on the scale for scientific Civil Servants in Whitehall generally. I must emphasise this, that each Adviser has his personal position in relation to the Secretary of State. If you want to relate them to administrative grades I would put them, myself, as roughly equivalent, the Senior Advisers, to Assistant Under Secretaries and the less important as roughly equal to Assistant Secretaries.

90. Where, in this set-up that we have been discussing, is the Department or Officer responsible for material priorities, and where is your progress chaser on development schemes?—(*Sir Sidney Caine.*) On material priorities that comes

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under what is described here as the Supplies Department, which is the Department concerned with securing supplies for the Colonies which, of course, covers not only development schemes but all the supplies they need for their current maintenance—food supplies, supplies of consumer goods and ordinary maintenance supplies as well as supplies for specific new capital projects. That Department is, in fact, now also being strengthened because of the increasing complexity of the business of securing due priority and the necessary allocations of supplies. There is nobody whose particular business it is to be, so to speak, a development chaser in respect of the Colonial Governments, because I think that is part of the whole relationship between the Colonial Office and Colonial Governments—that of course we are not, as it were, in detailed control of their administration. With the approval of the Secretary of State they undertake a particular job—it may be with money provided under the Development and Welfare Act or their own money. They get on with it. From time to time no doubt we inquire how they are getting on, but it is not the job of any particular officer. It is done, I think, normally, through the appropriate Geographical Department.

Chairman.] I will now ask Sir Peter Macdonald, who has made as great a study of Colonial affairs as any of us, to put his questions.

Sir Peter Macdonald.

91. Is it not true that all Colonies have been asked to submit a 10-year plan for development?—(Sir Thomas Lloyd.) Most of them have submitted plans and a great many of them have been approved. (Sir Sidney Caine.) The majority have been approved, now.

92. Whose job is it to sort out these schemes and give priority to the ones that are most urgent and most helpful to the present economic situation?—I should say that is, in one sense, a job everybody is concerned about. It is not a thing you can separate out and say: "That is the job of one person." It is very much my job. It is very much the job of Departments working under me. It has been, I think, the predominant thought in the minds of everybody concerned in examining this 10-year development programme, to see that due priority has been given to the most important schemes in the present situation. It has been repeatedly emphasised to Colonial Governments, both in general communications and in individual discussions on their own programmes, that due provision should be made for economic schemes, and that they should not devote all the money to social welfare. I would say that the approved schemes, as they

now exist, are quite reasonably weighted, that there is a proper balance. Of course, apart from those 10-year programmes, there is a new possibility of giving assistance to specifically productive schemes through the Colonial Development Corporation, which has additional funds.

93. Arising out of that, who is responsible for seeing that existing schemes in Colonies are given a fair treatment with the new development schemes as regards supply? For instance, for the rehabilitation of existing industries, whether done by private enterprise or under Government schemes, there is a great shortage of materials and supplies. There is a bottleneck there. Who is responsible for seeing that the rehabilitation of existing industries gets an equal share of the materials and equipment which are available?—In the first place, that is the responsibility of the Colonial Government within its own area. If they have a certain quantity of supplies available it is for them to say, in the first place, how they wish to apportion those supplies among those purposes, and if necessary there is consultation with the Secretary of State, or the Secretary of State may think it desirable to press Colonial Governments to give particular priority to this or that. That is a continual process which is always going on. But, of course, in many cases the problem is not just a local one. It is a matter of fitting in with priorities in this country and getting a due allocation of supplies from this country; and I think I should be quite frank with the Sub-Committee and say that hitherto the machinery for that has not been, by any means, perfect. I think it is common knowledge that the whole machinery for the allocation of iron and steel, which is a very crucial thing in all this, has been unsatisfactory, and is now being overhauled and improved. We are trying to make sure that, under the new machinery, every step is taken to ensure that Colonial schemes are properly weighed against the other demands on the available supplies here, and I think the Sub-Committee would be interested to know that a month or two ago a special Inter-Departmental working party was created, consisting of representatives of the Treasury, the Central Planning Staff, representatives of the Ministry of Supply and of other interested Departments as well as the Colonial Office to examine precisely this problem of what machinery is needed inter-Departmentally to ensure that Colonial requirements are given their due priority in the allocation of scarce materials.

94. That is a Cabinet Committee, I gather?—It is not a Cabinet Committee. It is working under the Chief Planning Officer.

95. The Colonial Office are represented on it?—Yes.

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96. One further question. On this question of breaking down the bottlenecks, how many Colonies, if any, besides East Africa have adopted that system of delegation of work and responsibilities to members of their legislative assemblies?—(Sir Thomas Lloyd.) I think East Africa is the only place where they delegated it precisely to an unofficial member. In Jamaica it is gradually working that way. Although one is always very careful not to describe the 1943-44 Constitution as even the beginning of a Ministerial system, there is no doubt it is the embryo of a Ministerial system, and each of the five unofficials from the House of Representatives who are members of the Executive Council does take quite a considerable part in the affairs of certain Departments. It varies with the individual. Some are more effective than others. I see the tendency spreading. We are encouraging African governments to think about it though we frankly admit in the first stages it will be through officials. It does prepare the way for a take-over when you get the right people, by an unofficial member. So far it is in Jamaica in that disguised form, Kenya, Northern Rhodesia and Tanganyika, where it has got going. We are suggesting it for Malaya, now.

97. It is working very well where it has been tried out?—It is working very successfully. It is not the complete answer for the unofficial, as we know from what has happened recently in Northern Rhodesia.

Chairman.

98. I want to thank you and Sir Sidney Caine very much for the way in which you have replied to these questions. I think we are all tremendously impressed with the enormous responsibility that falls upon you and your colleagues and we all want to help as far as we can. I think there are patches of ignorance in all parts of the House of Commons, and you will be able to enlighten us through the medium of this Report. One of the easiest ways of doing it is for you, after you hear the sorts of questions that we put (and with your greater knowledge you will see that there is probably a common factor where we all want more enlightenment) to fill up the gaps by giving us a memorandum on your own initiative. If you think, arising out of questions that Members put to you, that there is clearly something that wants clearing up on some particular point, do not hesitate to say that you would like to put in a note upon it. It will be published. It will help not only us but everybody in the House. We cannot know these things like you know them. There may be blanks. It may be of great assistance to you to make that public?—Could I leave that until a later date?

99. Yes. There is no hurry. I want you to know that we should welcome your taking

the initiative and saying: "I should like to put in a paper about this"?—There is one fact I ought to bring to the notice of the Sub-Committee, I think. You know that all Departments are frozen at their global figure of total staff on 1st January last. We struggled hard through last year to keep within that, and we managed to do so. We had always a few in hand here and there. The breaking point has now been reached and we have been forced to put in an application to the Manpower Committee for a substantial increase, to cater for the new developments on the economic side. The worst handicap under which we suffer is shortage of typists. That is a common complaint in all Government Departments. The delay with letters is appalling. I want to provide for an increase there, as soon as they are available, and for other increases. It does mean an almost 10 per cent. increase in our total numbers. Although it is not through I thought the Sub-Committee ought to know of it, because it will probably be reflected in the Estimates.

100. I think we all feel that it might be a good opportunity to re-map the whole office, to eliminate some things and take on more up-to-date ones. We all appreciate that you are working under frightfully trying conditions by being split up. When do you think you are going into this new building?—It is out of the Capital Development Investment programme now. That, so far, has not meant delay because the architect would not be ready until another 12 months. Our requirements are accepted for the new building on the site of Westminster Hospital.

101. You are in six different places?—Yes. That will be reduced to four by about April. Really, for many purposes, it will be reduced to two. We shall have the bulk of the Political, Economic and Social Departments all in the two buildings just separated by Great Smith Street, by April or May.

102. That is at Church House?—Church House and Sanctuary Buildings.

103. At some time it might be helpful to the Sub-Committee to visit one of these places and see how it is organised?—I shall be delighted to take any Member along.

104. We might like to see the conditions under which they work. In so many cases there are conditions of overcrowding and the lighting is appalling?—We are very well taken care of at Church House and the morale of the staff has gone right up as the result of being there.

105. There is one small matter. Do you think you could produce a Colonial map which we could hang up here? I think it would be a good thing to have one. Most of us know what we are talking about,

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but if you mention some little island we might put it in the wrong ocean. It would be a good thing to have a map?—There is a very good map produced by the Crown Colonist.

106. We are willing to accept your advice as to which map we should have. I suppose you do have, for each Colony, a map on which is inserted the previous schemes that have been approved and the progress made on them, and the projected schemes for each Colony—and all costed?—In the Territory itself?

107. Yes. Do you have those progress maps?—(Sir Sidney Caine.) I think we have a record of former Colonial development and welfare schemes for each Colony, certainly, and we do know what other schemes are in prospect. I do not think at present we have full information about all economic development schemes, partly because, as you realise, a great many such schemes are in the hands of private concerns.

108. The Governor, presumably, knows about them?—I hope it will be one of the jobs of the Intelligence side of this new Intelligence and Planning Section to build up a good deal more information of that sort.

109. We are going to ask you to let us have a map of each of the Territories or Colonies (there must be maps somewhere) and to plot on them what are the schemes in progress, what rate they have reached and their approximate cost, and what are the projected schemes; so that one can see it in diagram on a chart. I know there is no such thing, because I have asked for it before. It has not been the habit or custom to prepare such maps. I believe you would not find it very difficult to obtain, through the Governor, what may be, for instance, the other schemes of development which are absorbing manpower and producing social conditions, which are just as important as if they were Government schemes. One is the new scheme for the development of cement in Jamaica. That is a private enterprise scheme of very great importance. That ought to be on the Jamaica map. Do you see what I am getting at? The Governor would presumably be able to say how many people it is going to employ because I am informed that there is no record at the Colonial Office in any chart or plan to show what is being done. It is all buried in files and under different headings, but is never brought together, and you cannot say: "Now let us look at Nigeria and its scheme of development and see what is the total absorption of manpower, what is the demand on materials" and so on?—I think that is true. That is one of the things we hope the new Intelligence Section will look after.

110. It is a remarkable fact that it has never happened up till now. It is easier

to carry something in your mind if you see it on a map. So that before we proceed with our inquiry we should be grateful if something of that sort is done, if that is not putting too great a strain on your Department?—It is not quite simple, I think, because the variety of schemes in the larger territories is quite considerable, and I would suggest, with all respect, that I doubt if anybody could produce such a map for the county of Devonshire.

111. The county of Devonshire?—Yes.

112. I think so. That would be a frightful accusation to make against the Ministry of Town and Country Planning and all the other Departments. At any rate, the County Councils know, because the people who suffer are the toad beneath the harrow. They know where each toothpoint comes. The trouble is that there are so many of these schemes. I had the greatest sympathy with you when you were answering a Member just now who was speaking about all these plans being thrown at you. I have an idea that there are a lot of theorists about. You have to break them down on to practical points?—Yes.

113. I do not suggest you should put every theory on to these maps. I am suggesting you should put on the maps those schemes which have been approved in the past or the present. The point Sir Peter Macdonald made to you is a very bitter one in certain Colonies, because there is more glamour over these new developments, and labour has been taken away from the old ones, and the money, although they are developments to which people attach great importance?—I would say on that that one of the things we keep very much in mind is that the first essential of all is to keep going the already going concerns, existing industries, and so on.

114. There are two things, Sir Thomas, I would like to ask you for. I do not want you to answer these questions today, but I would like to let the Sub-Committee have the information. One is a very secret document and one about which I know there is a great dislike for any publicity in the House of Commons. As you know, this Sub-Committee can ask for any paper or document, and it will be treated as secret and confidential. I have in front of me a very admirable document "The Colonial Empire (1939-1947)" which is Command Paper 7167. Is this the last one published? When shall we get the next one?—It will cover the period up to the 31st March and will probably be published in May or June.

115. In this document you do state that the responsibility for the defence of the Colonies is with the Secretary of State?—Yes.

116. Is that absolutely so, because as I understand it, since his appointment the Minister of Defence is responsible for everything that we are in the United Kingdom,

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and the Colonies come under that, do they not, as our responsibility? In this Blue Book there are certain chapters about it. What I wanted to ask you was this. The Air Ministry are anxious to recruit, under the R.A.F.V.R., and so on, to give an opportunity to people to join and be trained. The same thing applies with the Navy. I am not quite sure about the Army. The Admiralty want to send out minesweepers and small craft to train people in that sort of thing. If the Colonial Office are responsible for Defence, do they report to the Minister of Defence now, or to each of the Service Departments? What is being done?—Does that document definitely say the Colonial Office, or the Colonial Secretary?

117. It says you are responsible for Defence. It says: "Although responsibility for Colonial forces and defence operations generally in the Colonies was, on the outbreak of war, assumed by the War Office"—it was assumed by the War Office from the Colonial Office. That is in paragraph 13 on page 3. Previous to that, if you read it through carefully, you will find that the responsibility for the defence and security is one of those responsibilities laid by Parliament on the Colonial Secretary. All I am asking is whether the formation of the Ministry of Defence and the result of the Service Departments having taken over the responsibility during the war—if that still remains with the Departments or has been handed back to the Colonial Office, because on the chart you have given us there is no reference anywhere to defence, so I assume that you are not actively engaged in that responsibility?—The full title of the Department which in the chart is called "General" is "General and Defence." It does take defence in.

118. It is a very vital matter, is it not?—Yes.

119. I should have thought it required a Section to itself as much as anything else. It does involve certain expenditure. Are you responsible for expenditure for defence in the Estimate?—No. Any defence expenditure that is not borne by the Service Departments here is borne by the Colonial Governments, direct, and not through any of our Votes.

120. How is that shown?—Mr. Bryant reminds me that a contribution is being made this year to Jamaica for defence purposes. The local forces were the forces in point in this reference, in paragraph 13 of the report. "Although responsibility for Colonial forces and defence operations in the Colonies generally was, on the outbreak of war, assumed by the War Office"—those are the forces which are there in question. The most important of them are the Royal West African Frontier Force, and the King's African Rifles. They are still a War

Office responsibility at this moment. I am pretty sure I am right in saying that. The Colonial governments are being asked to contribute towards the cost of those forces, they remaining a War Office liability. So the cost (I think this is your question) would be borne on Army Estimates over here, subject to an Appropriation in Aid of such an amount as the Colonial governments might contribute towards their upkeep.

121. If you will look at page 9, paragraph 33, you will see further detail in regard to the use of manpower." What I am getting at is this. There are two things involved. In a lot of the economic schemes you are counting on definite manpower. If the Service Departments are also counting on that manpower for training, you may find that the man you think is available is not available. Is there any contact between you and the Service Departments with regard to the use of manpower?—Yes. There is a body called the Overseas Defence Committee, of which I am Chairman, which includes representatives of all the Service Departments at about the Brigadier level. The Committee have considered this question Territory by Territory. I think we have finished the whole lot now, and we have drawn up what we think should be the role of each Colony in time of war and in preparation times, too. That does set out whether the particular Colony is expected to concentrate mainly on production or to raise certain forces, or, where it is possible, to do both. I am afraid I have not any examples in my mind. Those Whitehall ideas—this statement of the role of the Territory in time of war—were sent out some three or four months ago to each Colony for the Governor, with his Advisers, to criticise.

122. Does the cost involved appear on the Colonial Office Estimate or the Service Estimate?—Presumably the one item that will appear on any Colonial Estimate is the refund we make to Jamaica, is it not? (Mr. Bryant.) To the War Office for the cost of the Jamaica Defence Force. (Sir Thomas Lloyd.) We are making that contribution because Jamaica cannot pay. The rule is that either a Colony pays direct for its volunteer forces and the like which are its concern, or the War Office pays and the Colony makes a contribution.

123. You are aware that the R.A.F. now have a highly developed scheme here for training airmen from the West Indies? They come over here, get their training, and then go back. Is the cost of that borne on the Colonial Office Estimate or not?—No, that would be borne entirely by the Air Ministry.

124. Perhaps you could let us have a paper on this. There is this apparent discrepancy. Theoretically, defence is the

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responsibility of the Colonial Office. Actually it is not being done by you but by the Service Departments. I should have thought, now that there is a Ministry of Defence, that would be the co-ordinating Department, with the Chief of Staffs Committee, who would be dealing with these matters; but I do not know?—I think it depends entirely on the degree of importance and the point of principle involved. If we had a defence question that involved an important point of principle it would have to go to the Chief of Staffs Committee on that side, or to the Minister of Defence if it needed co-ordination between the three Service Departments. If it is a problem, as most of ours are, of land forces in a particular Colony, then our dealings would be mainly with the War Office.

125. I do not think you will find it will be that. It is getting much more round to the Admiralty and the Air Ministry. The repercussions of this matter, I think, will be of interest to this Committee. You have to consider the number of men who, in the last war, were trained, especially from West Africa. One has to consider what they are capable of doing. They became radio operators and every kind of thing, and showed great efficiency, as the reports from Commanders all show. These men have all gone back. They have had this opportunity of learning more, and they have got a technical knowledge which could be imparted to others and used for economic purposes?—A great deal has been done in that way, particularly in Kenya and Nigeria. They did not rest content that these technicians or near-technicians should drift back to their villages but they did provide facilities out there for adapting the skill which they had acquired during war-time to civilian and peace-time purposes. I have heard from people in Kenya, anyhow, that the scheme of training out there was extremely successful.

126. All I am asking you is if you could help the Sub-Committee on this, because some of us attach great importance to it. It is the fact that if they are called up for training, that does give them a technical background in certain things, which helps them in the economic field. Quite a number of these natives have shown great aptitude if given the opportunity. The next point which arises out of that is, what schemes have you in technical education for putting over to natives either in scattered villages or, where concentrated, by wireless and by cinemas—because one of the most important points, surely, is to try to equip the Colonies with receivers so that you can send over by broadcasting information which will help them from the hygiene point of view, from the point of view of the development of these economic plans and the handling of mechanical contrivances, and so on. You will never get

that over unless you have a network of broadcasting, which I know has been held up owing to expense. Does that come under your Education Department in your chart, or who is responsible for that?—The primary responsibility, I think, for broadcasting as such, lies with the Information Department.

127. That is propaganda stuff, is it not?—No, he takes broadcasting in all its senses. We got a man a year ago from the B.B.C. to come in and help us on this side. He takes all broadcasting. When you come to the application I think he would work with the Educational people and the Educational Advisory Committee. I am pretty sure that they have put out, if not a whole report, a section of a report on this very matter. For Office purposes it is a combination of the Education Department and one of the Social Services Departments that would handle it.

128. We had an inquiry into Research and Development, which is the Third Report of last Session. You will see a reference in that to the evidence we had from such bodies as the Agricultural Research Association and the Medical Research Association. They said that they were most anxious to help in Colonial development and Colonial affairs, but were very seldom asked. Those particular bodies are supposed to contain the very best on those subjects and if there were a broadcasting system they could put stuff over so as to assist the hygiene and health. There could be talks in the local language, not only to assist in health but, for instance, in the handling of cattle and things like that. As I understand it, that has hardly been done at all?—Broadcasting, as such, is very much in its infancy for a number of reasons. First of all, there is the problem of expense and, secondly, there is the problem (this is not true for the West Indies but it is true for most parts of Africa) of language. I think those two between them account for our backwardness.

129. You would agree that for social welfare and to improve the conditions it is important to put over knowledge so that people can themselves grasp it. You will never do it through schools and Universities in the time?—I agree with that, and I subscribe to almost every word in what is called the Mass Education Report. What I am not so confident about is whether broadcasting is the best, or perhaps even one of the better means of doing it. One can argue for a great time about that. It is argued at great length in that report. The working by a group, building up on a problem of practical significance to the community, is probably the best way.

130. There is no violent hurry, but I would like you to let us have something

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about that. We do feel that a great responsibility rests on the Colonial Secretary for the social welfare of the people of the Colonial Empire. One of the things that seems to be the bottleneck, as General Wavell has said in India, is the difficulty of passing over to the individuals in the quickest possible way information to their advantage. I see no means of doing it except by the film or broadcasting. That is the sort of thing the Sub-Committee would like to know about because I believe it would be in the end an economy in the operation of a lot of these economic schemes. If you increase the technical knowledge of the people, surely that is going to help your schemes?—Yes.

Chairman.] We are very much obliged to both of you for your help and we will now adjourn.

Mr. H. D. Hughes.] If you are asking for papers I wonder if I might ask for one other document? If you read this Blue Book on the Colonial Empire you will find references to a number of war-time organisations which would have been partly for defence purposes but also appear to have been largely for economic planning. On page 4 you have the British Colonies Supply Mission, which was getting supplies from America. I imagine that under the Marshall Plan some similar machinery may be needed. You have, on page 5, the East African Production and Supply Council. I am not quite clear whether

that is wound up or still exists. You had Lord Swinton out in West Africa, and he has apparently been replaced by some kind of West African Council which has met only twice in the last two years. What I am getting at is that it would be very helpful if we could have a paper on these war-time methods of economic planning in groups of Colonial Territories, and what, in fact, has taken their place or whether it is contemplated that any new machinery should take their place.

Chairman.] Yes, and on page 8 there is mentioned the Industrial Development Board of East Africa.

Mr. H. D. Hughes.

131. Yes?—(*Sir Sidney Caine.*) That was a sort of subsidiary offshoot of the East African Supply Council.

Chairman.

132. I think it would be a great help if you would let us have that information. We do not want to snow you under with too many requests?—(*Sir Thomas Lloyd.*) May we take our time about this?

133. Yes?—We are not expected to produce them next Tuesday?

Chairman.] No, of course not. The purpose of asking for these documents is really to save time in the end. We are much obliged to you gentlemen.

The witnesses withdrew.

Adjourned till 4 o'clock this day.

WEDNESDAY, 28TH JANUARY, 1948.

at 4 o'clock.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.
Mr. Kirby.

Sir Peter Macdonald.
Mr. Norman Smith.
Mr. William Wells.
Mr. Willis.

Mr. A. E. FEAVEARYEAR, Under Secretary, Supply, and Mr. G. AMOS, Overseas Production Development Section, Ministry of Food; and Major-General DESMOND HARRISON, C.B., D.S.O., member designate of the Board of the Overseas Food Corporation, called in and examined.

Chairman.

134. For the purposes of the record, Mr. Feavearyear, would you be good enough to tell us your position in the Ministry of Food? You are Under Secretary in the Ministry of Food?—(Mr. Feavearyear.) Yes.

135. And your particular function in Supply, is it?—I am in charge of what is called the Supply Secretariat, which deals with the Ministry's external relations so far as the supply of foodstuffs is concerned, that is to say, our relations with other Departments and our relations with other Governments.

136. And for this purpose, your relationship with these new Corporations, I suppose?—Yes.

137. What is your position in the Ministry of Food, Mr. Amos?—(Mr. Amos.) I am a Principal of the Overseas Production Division of the Ministry of Food, and I am here in the absence in Australia of Mr. Hollins, who is Assistant Secretary and in charge of the Overseas Production Division.

138. And your Department is responsible for the actual work of production overseas: is that it?—It is responsible for the encouragement of new production schemes, and in particular it is responsible for the Ministry of Food contacts on the East African Ground Nuts Scheme.

139. But it is not confined only to that?—No.

140. Your scope is wider?—Yes.

141. Then, Major-General Harrison, could you tell us your position?—(Major-General Harrison.) I am member designate of the Board of the Overseas Food Corporation and Managing Director in East Africa of the Ground Nuts Scheme.

142. And your location will be in East Africa, I suppose?—Yes, Sir.

143. And you will correspond, so far as your chain of communication is concerned, with the sections of these two gentlemen?—No, with the Corporation's Board in London.

144. So that you will have no direct communication with the Ministry of Food?—No.

145. You communicate with headquarters, and they are in touch with the Ministry of Food?—(Mr. Feavearyear.) Yes. Mr. Plummer, who will be at the head of the Board in London, is in Australia.

146. He is there with Mr. Hollins?—Yes.

147. And they have gone over there at the invitation of the Australian Government, I suppose?—Yes, to look at, amongst other things, the possibility of growing ground nuts in the Northern provinces of Australia.

148. I do not know whether you have given evidence before a Select Committee before?—No, we have not.

149. It is my duty to tell you that the Committee have the powers and privileges of Parliament to take evidence, and our task is to review the Estimates and to report to Parliament. A shorthand note is taken of your evidence, and it is circulated to you, and if there is anything which you consider it would be contrary to the public interest to publish, perhaps you would sideline that. I would like you to understand that the Committee are here to try and ascertain the facts for their Report, and to be of what assistance we can to you in your work. We are not here in the position of hypercritics; we are here, we hope, more as helpers in this scheme, and to ascertain all the facts. Now, I think perhaps that I ought to ask you if you will give us a brief description as to the set-up in the Ministry of Food of your particular departments. Would you be good enough to tell us that first of all?—That is on the Supply side generally, as distinct from just the Supply Secretariat, for which I am responsible, or do you want me to give you the wider field?

150. Well, I will leave it in your hands. What do you take to be your responsibilities?—The Ministry is divided into three departments. There is the Supply Department, the Services Department and

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the Establishment Department. There is also a Finance Department which is linked and, to some extent, interwoven with all of them. The Supply Secretariat is a part of the Supply Department, and the functions of the Supply Department are to procure food from (a) the home producer, and (b) all sources overseas. The Supply Department is organised on a commodity basis. There are Commodity Divisions which deal with either single commodities or with groups of commodities. There is, for instance, a Meat Division; there is a Sugar Division, and there is an Oils and Fats Division, and so on; then there is a Cereals group of Divisions; and each is under a Director who, generally speaking, is an expert in his commodity or group, and they actually make the purchases from the home producer and also from the producers overseas. Their terms of reference, so to speak, are to obtain as much food as possible for the consumer in the United Kingdom at the lowest possible price consistently, of course, with the general policy of the Government, because we obviously, in procuring food, must take account of the policies of the other Departments, as, for instance, the policy of the Colonial Secretary, in procuring food from the Colonies. My own particular Supply Secretariat is responsible for general policies on Supply, and for bringing those to the notice of the commodity Directors, and at the same time for co-ordinating the activities of the Ministry with those of other Departments; and also, in conjunction with the other Departments, for making general agreements with Governments overseas, both in the British Commonwealth and with foreign Governments.

151. Now, the accounting officer who is responsible for the Estimates and so on is, I take it, the Permanent Secretary to the Ministry?—Yes, Sir Percivale Liesching.

152. And you are directly under him, I take it?—No, there is a deputy between myself and him.

153. Do you think you could let the Sub-Committee have a chart of the functions of the Division?—Yes.

154. It would be of great assistance to us, and it might save time in questioning, and so on?—Yes, we could do that.

155. You are on a commodity basis, and, therefore, supposing a commodity is procurable in a foreign country or in a Dominion or in a Colony, I take it that you would, in the case of the foreign country, work through the Foreign Office, or do you go quite independently to them?—We go quite independently. Once the programme of purchases is agreed with the Treasury and the other Departments, the Foreign Office coming in as may be necessary, we go

quite independently to buy within that programme.

156. Does that mean that you have representatives in every country, or do you send out missions to the country as the occasion requires?—We have representatives in several countries. We have a Food Mission in Washington, one in Ottawa and one in Buenos Aires, and several in Europe. In the main they do not procure; they supply us with information and keep us in touch with markets and with overseas sellers and so on; but the actual purchases are either done by direct contact with agents in this country or by direct contact by cable with the overseas sellers, or by sending a man from this side to meet the sellers in the overseas country.

157. Then you do not use the machinery of the Foreign Office in any of these countries, such as the Consul General or people like that?—Not in procurement, but solely in order to keep us right on our relations with the Government overseas. For instance, if we go to Copenhagen, in Denmark, to buy butter or bacon, the Commercial Secretary of the Embassy will usually sit in on our negotiations in order to keep us right on the politics of the matter.

158. Besides that, I take it that you are in touch, in the case of a Dominion, with the High Commissioner here?—Yes.

159. That is prior to making any representations in that Dominion. Is that so?—If we wanted to make a contract to buy in Canada, we should almost certainly let the High Commissioner here know before we set out for Canada.

160. There is no obligation to do that, is there?—There is no obligation to do that, because it might be done the other way, that is to say, by way of the Commonwealth Relations Office and our High Commissioner on the other side.

161. Then the Commonwealth Relations Office are kept in touch with you here?—Yes. They are precisely in the same position as the Foreign Office is with foreign countries, and indeed the Colonial Office with the Colonial Empire.

162. Can you give us any idea of the size of your Department? How many people are employed there?—Well, I could not give you accurate figures of our headquarters staff. Of course, the vast mass of the number are out in the provinces, in the Food Offices, and that still amounts to something in the order of 50,000 all told.

163. I am not talking about the Ministry of Food; I mean your own department, your Supply Secretariat?—My Supply Secretariat only contains between 60 and 70 people.

164. Then I take it that the representatives who you said are in foreign countries are under you?—They are under me, yes.

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165. Some of them have a status equal to what sort of grade in the Civil Service?—The Washington Office has an Under-Secretary, with the same rank as myself. That is the most important one.

166. The others, then, are correspondingly graded according to the importance of the work?—That is so.

167. When you put in this chart, so that we can follow the matter, would you include what you have got overseas?—Yes.

168. Now, coming to the third of these categories, the Colonial Office, before anything is done it is customary to have consultations with the Secretary of State for the Colonies is it not?—I would not say "before anything is done." We should buy within the programme which the Colonial Office would have had a chance of seeing before it was approved by the Treasury. We should buy from day to day within the programme without consultation, but they would know what programme we were working to, how we were buying, and so on.

169. I think perhaps it would be convenient, before members of the Sub-Committee put questions to you, if Mr. Amos could let us have his responsibilities explained in the same way. Have you anything else to add before I ask Mr. Amos to do that?—No, I have not.

170. Mr. Amos, can you explain your responsibilities in the same way to the Sub-Committee?—The Overseas Production Division is part of Mr. Feavearyear's Supply Secretariat. It is in charge of an Assistant Secretary and it has within it two principals and only about three other staff. The Assistant Secretary is responsible for keeping in touch with departments and individuals and with the Commodity Divisions of the Ministry of Food with a view to finding what are the possibilities in encouraging new development in production overseas. Of course, the outstanding example is the Groundnuts Scheme, which of course was not originated by the Overseas Production Division; in fact it was originated before the Overseas Production Division came into existence. The work is

divided between the two principals, roughly on the lines that my colleague is responsible for the matters which might eventually fall to the Colonial Development Corporation, and I am responsible for the matters which fall to the Overseas Food Corporation.

171. I see?—I think that represents the position.

172. That covers the position, does it?—I think so.

173. Now, General, at the moment we do not want to press you, because you are still almost "unborn" officially?—Yes, Sir.

174. But if there is anything you would like to tell us about any ideas you have as to how you are going to arrange your set-up, we should be grateful to have your help. Now, having got the position clear as to your functions, I would like to ask you, quite apart from groundnuts, about the question of cocoa in West Africa. The cocoa position has been going on for a very long time, has it not?—(Mr. Feavearyear.) Yes.

175. And, as I understand it, there is a body called the West African Produce Control Board. Does that come under you?—No. We deal with that for the purchase of cocoa.

176. Whom does it come under?—It is an independent Board. In so far as it comes under any British Government department, it comes under the Colonial Office.

177. But then you are responsible for the sale of the product, are you not?—We are responsible for the purchase of the cocoa from the Produce Board and for bringing it here and distributing it here.

178. You make a bid for their product?—We buy their product, yes.

179. Do you make a bid in consultation with the Colonial Office?—No. We should not make a bid in day to day transactions in consultation with the Colonial Office, but we should keep the Colonial Office informed of the prices we were paying, and we should listen to any representations which they might make.

Division.

Chairman.

180. Before we broke up, I was asking you about this West African Produce Control Board, because it has been in existence for some time, and I thought that if we took this as an example it might show the way in which one part of the work develops as regards the Colonial Empire. In the Civil Estimates Class II Vote 10 on page 78, the Estimate is set out for this particular item. Now I think you were telling us before we adjourned that your responsibility is for

the distribution of the product of cocoa, and also you bid for the price to be paid?—(Mr. Feavearyear.) Yes.

181. And I was asking you whether you always consulted the Colonial Office in regard to that?—No, we should not always consult the Colonial Office, but we should keep the Colonial Office informed of the prices we paid and of our general policy in purchasing cocoa from the Board and from those colonies.

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182. Now supposing the Colonial Office had a view as to the price which ought to be paid in order to maintain a certain standard of living by the people who grow the cocoa, and that a price bid under that figure would be detrimental to their interests, I take it that you would pay attention to the representations of the Colonial Office?—Yes, we frequently have had representations of that kind.

183. Now the Ministry of Food resell the cocoa to British manufacturers, do they not?—Yes.

184. Are you responsible for the collection of the cocoa at the port? Do you buy it before it is shipped or on delivery here?—I think we buy it f.o.b. and we are responsible as from the West African port.

185. And, therefore, you are responsible for making representations to the Colonial Office if the accommodation for looking after the cocoa before it is shipped is inadequate?—Yes.

186. And if you find that there are not enough godowns, the shipping company are unable to accept the produce offered them because the material deteriorates?—Yes.

187. Under such circumstances, what steps do you take?—We should make representations to the Colonial Office and we should hope that they would take steps with the colonial government to see if improvements could be made. We should also ourselves give every possible assistance in helping them with materials and so on, and by getting priorities on this side with the Ministry of Supply. We might then go so far as to arrange for shipment, or get the Ministry of Supply to arrange for shipment of any materials or machinery or plant needed.

188. Then is it competent for the Ministry of Food to make a grant of money to the Colonial Office to assist them in the arrangements for shipping at the port?—No.

189. It is not?—No.

190. It means, therefore, that in order to get your requirements, it would have to be on the Colonial Office Estimate?—Yes, if there was any expenditure of United Kingdom funds, it would be on the Colonial Office Vote.

191. In regard to this West African Produce Control Board, I understand that it is not a body which is under the Ministry of Food, but that it is under the Colonial Office. Is it?—Yes. I am not very familiar with its constitution.

192. It appears here, and there is an Estimate for £1,812,235, and up to date it seems that this Board has accumulated a surplus of no less than £20 million. What about that surplus? At whose discretion

is it?—I really cannot answer that; it is not the Ministry of Food.

193. It is not the Ministry of Food?—It is not a Ministry of Food matter, no.

194. We shall have to get that from the Colonial Office?—Yes, please.

195. There is an annual profit of something like £1,800,000 for the sale of cocoa, and at the same time the British taxpayer makes a payment of £3,372,344 a year to development schemes in those colonies?—Yes.

196. Do you take that sort of thing into account when you have a development scheme? Supposing you want to get more cocoa from there, do you take those figures into account?—If there were any question of paying money into West Africa to develop the production of cocoa, it would fall either on the Colonial Office Vote, or now I imagine certainly on the funds of the Colonial Development Corporation, for which the Colonial Office is responsible. It would not be a Ministry of Food responsibility at all. All that we should do would be to give what help we could in securing priorities. We should support the Colonial Office in asking for priorities for materials to be sent out, but financially we should have no responsibility at all for the scheme.

197. I see. We should therefore have to ask the Colonial Office to clear up this question of the £20 million surplus. I suppose you would admit that we would be right in assuming that the British taxpayers' money spent on development in West Africa would indirectly assist the cocoa production?—Yes, it might; on the other hand, it might not. It might be used for other purposes.

198. But generally speaking the money is going to be used for developing the territory and improving the communications, and in so doing it does help your side, does it not?—In so doing, we should expect to get some benefit in so far as cocoa is concerned, and indeed so far as other products of a food sort are concerned.

199. As I understand it, the surplus goes back to the Nigerian and the Gold Coast Marketing Boards to be used primarily for maintaining steady prices and also for other purposes of general benefit to the cocoa producers. As the Ministry of Food are coming into the picture more and more and getting commodities for our use in this country which would benefit the people here, they do that through the Ministry of Food, do they not?—Yes.

200. Is there any machinery for taking into account such matters as these large surpluses, and for seeing how they are used and how the local Marketing Boards are functioning and whether it is necessary for the British taxpayer to make such a large contribution?—The only machinery is direct

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[Continued.]

contact between the Ministry of Food and the Colonial Office, and on these matters of colonial surpluses we have had many discussions with the Colonial Office.

201. But you have not actually reached any conclusion on the matter?—Well, no. I do not think we have reached any general conclusion which would apply to all of them.

202. We must get either from you or from the Colonial Office the sum total of all these surpluses and what are the obligations that were accepted some time ago for the payment back to the colony for promoting such schemes which presumably should come out of these surpluses. In addition to that, there are all these schemes for colonial development, and we should like to be sure that the taxpayer is not being asked to pay in addition to the sums that were by arrangement already handed back out of the profits?—Yes. Still, that is entirely a Colonial Office responsibility, except that we have made representations from time to time to the Colonial Office about the withholding of a part of the price in this way. In other words, instead of the rising prices bringing about rapidly an increase in production and a steadying of the price with possibly some fall again, the lopping off of something to put into the pool does tend to put off the day when the supply increases. We have taken that up with the Colonial Office and they have taken some notice of that in some instances.

203. In setting up the Overseas Food Corporation, they will be the body which will be brought into this in future, will they?—Not unless they are responsible for a scheme in a colony. In so far as the Ministry of Food continues to purchase from a body such as the West African Produce Board, the Overseas Food Corporation will not come into it at all.

204. They will not come into it at all?—No. Direct procurement by the Ministry of Food from existing sources of supply will go on.

205. One assumes that one of the chief objects that you have got is that the cost of these commodities to the British public should be brought down to as low a figure as possible?—Yes.

206. And if, therefore, money has to go back into the colonies, it means to that extent you cannot reduce the price of the commodity to the public here?—That is true.

207. One of the main objects is not only to procure adequate supplies but to sell those supplies at the cheapest possible price to the public?—Yes.

208. And we are right in thinking, are we not, that if we went into this matter of surpluses we might arrive at something which would enable you to sell these com-

modities at a cheaper price at home?—Yes, that is true.

209. We will have to get that information from the Colonial Office?—Yes.

210. And, within your knowledge, you might let us have a note as to the case where you come up against these surpluses and where you have made representations, and in those particular cases where you think the matter should be reviewed?—Yes. I am not sure that we should say that we think the matter should be reviewed. We have, generally speaking, arrived at a conclusion with the Colonial Office on such matters.

211. It would be a great help to us, because it is a bit complicated?—Yes.

212. Now before members of the Sub-Committee put their questions to you, we have read your paper on the Groundnuts Scheme and I do not propose to put any questions to you with regard to that; I will leave it to members of the Sub-Committee to put questions on that; but is there any general statement which you would like to make on this White Paper*?—No, I do not think so. I would rather wait and see what questions members of the Sub-Committee put to us.

Wing Commander *Hulbert*.

213. I think you said that your staff in this Supply Secretariat is about 60 or 70. Is that entirely on Supply?—Entirely on Supply, but not on these new schemes.

214. What proportion of that staff would be on colonial schemes?—Only Mr. Amos's division, which consists of about five people.

215. So the remainder are ordinary staff?—The remainder are on the whole field of food supplies.

216. You said that you have made representations to the Ministry of Supply in regard to getting materials and you were able to get something done?—Yes.

217. Are you able to do the same with the Ministry of Transport in regard to seeing that there is adequate shipping provided?—Yes. We have, of course, constant contact with the Ministry of Transport with regard to shipping our own food from all over the world, and any delays which occur anywhere would be put to them and we should ask them to do what they could to remedy the position.

218. Could you let us know if there have been any serious delays in the provision of shipping which have caused foodstuffs to deteriorate?—Not since about, I should say, the end of 1945.

219-21. Not since the war?—Not since the war; roughly that is true.

* Cmd. 7314.

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[Continued.]

222. Regarding the question of land transport to the ports, are you satisfied with what is being provided?—May I deal with that question in two parts? The scheme, as you know, is partly based on the Central Railway which is run across Tanganyika from Dar-es-Salaam. As far as that line is concerned, we are assured by the Tanganyika Railway Administration that they will be able to carry our peak traffic with the help of an extension to our rolling stock through the acquisition of surplus military stocks from the Middle East and Iraq which are now coming into the country. The limitations are those of a single line metre-gauge railway. Crossing stations are relatively far apart. Gradients are heavy. If you ask me for a personal opinion based on experience, I should say that they can undoubtedly do it. They are not being asked, for example, to carry anything approximating to the traffic which was put up the similar single railway into Assam during the Burma campaign, so it is a safe bet as far as I can see. With regard to the southern half, as you are probably aware, we are in fact committed to building our own railway, which will later be taken over by the Tanganyika Government. For the time being it is being built by the Tanganyika Railway for us and will be operated by them for us.

223. On the question of supplies, is that going along hand in hand with the general scheme, or do you anticipate that there will be any delay?—For the new railway, there is no delay foreseen at present. We do come up against the steel shortage in general, but the allocations made for the purpose of providing rails are satisfactory if they are met.

224. And have they been met up to the present?—Yes.

225. Are you satisfied that this material which the Tanganyika railways are getting is in good condition?—No, it is not. It is going through the railway workshops in Dar-es-Salaam and being completely re-conditioned.

226. Is there any hold-up there?—The rate at which it is going through is conditioned by the size of the shops, and they are taking on, I should think, about two and a half times their pre-war load, which is a big strain on them.

Mr. Edward Davies.

227. Following on that question, what about the docking facilities? There is a problem there when their traffic increases?—The problem arises in Dar-es-Salaam. We are building a new port in the Southern Province. In Dar-es-Salaam there is a lighterage port which has a very limited capacity. There is a project, forming part of the Tanganyika Development Scheme, to put in deep water berths in Dar-es-Salaam, and they are pressing ahead with that. If those are not ready by the time the

scheme gets to peak production, I think we shall have difficulty in exporting the whole of the crop. In the meantime, during the development period, although there have been hold-ups and so on, the position has now been made satisfactory through increased supervision and certain re-organisation of the port services in Dar-es-Salaam, and they are handling traffic today to the satisfaction of the shipping lines.

228. The position is likely to become more serious as production steps up, but what is the maximum haul you have from your points of production?—Approximately 500 miles.

229. And is it all rail transport to the dock?—Yes. The roads are quite unsuitable.

230. There are no inland waterways?—There are no inland waterways in the area at all.

231. And this material which you are getting from the Middle East consists of rolling stock and locomotives, does it?—No. The locomotives—I think the figure is 14—are McArthur locomotives which were obtained as surplus in Malaya; and 4 Garratts which were surplus to military account in Burma. They are now being shipped. What is coming out of the Middle East and Iraq is rolling stock, box-cars and flats.

232. Are you able to get the labour for your communications easily, your trained staff?—There is a considerable dearth of trained railway personnel. In the Tanganyika railways we have considerable difficulty in getting the skilled people. We want engineer grade, the more senior grades. We have managed to get the War Office to second a couple of trained railway engineers, and we have been doing our best to help the Colonial Office recruitment people to obtain civilians from this country, but it is a very difficult problem.

233. I should like to ask Mr. Feavearyear a question about the cocoa crops. Is not the intention of this scheme to stabilise prices, that is to say, to avoid fluctuation to the detriment of the people on the spot?—(Mr. Feavearyear.) I understand that is the main purpose of the scheme, yes.

234. So that, while there may be disadvantages, there are some advantages to the producer in giving him a guaranteed price?—Yes, in giving him a guaranteed price. That, I think, is the main purpose of the West African scheme.

235. I do not know whether this is a matter for you to deal with, but some controversy has recently appeared in the Press that there is insufficient European supervision in the production of cocoa to deal with pest control?—That is a Colonial Office matter.

Chairman.

236. Arising out of what Mr. Davies asked you, General Harrison, on page 7

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of the White Paper there is a reference to this: "On the recommendation of this mission it has been decided to build a port with deep water berths at Mikindani south of Lindi." Is that the same port you were mentioning just now?—(Major-General Harrison.) Yes.

237. It is quite near Dar-es-Salaam, is it?—No, it is 300 odd miles to the south of Dar-es-Salaam.

238. I thought you said that you were experimenting near Dar-es-Salaam with the deep water berths?—We are building in the Southern Province, where the great load of this scheme will come, a completely new port at this place, Mikindani. The Government of Tanganyika, as part of the Tanganyika Development Scheme, is putting in deep water berths in Dar-es-Salaam Harbour.

239. So you have the two?—Yes.

240. When will this port mentioned on page 7 be in operation?—Being an engineer, I am reluctant to make a firm estimate, but I should think the first deep water berth should be in operation not later than May of 1949.

241. And that will be in time to deal with your 1948-1949 crop?—There will be no crop to speak of in the Southern Province, because until the port and railway are in operation we could not support large scale clearing operations.

242. So it means that that part is not going to be developed until the port is ready?—Development has started and will continue to the extent to which it can be supported on 100 miles of thoroughly bad road, which we are trying to recondition.

Mr. Norman Smith.

243. You told Sir Ralph Glyn that May of 1949 is the date at which you hope the first berth will be ready at Mikindani?—Yes.

244. The White Paper dated January suggested on page 7 the end of 1948. Has something happened to delay it a little?—No; but engineers are rather cautious with estimates. I think that is the reason for the difference in dates.

245. I am impressed by what seems to me to be the tremendous scale of this construction. There is not only the construction of the deep water dock but of a railway 120 miles long. Is the railway a metre-gauge line?—Yes.

246. Would its construction be justified by any other considerations than those of the Groundnuts Scheme?—No.

247. Will it be able to carry any other traffic, say ten years hence?—You are asking me to look into a crystal ball rather. About 150 miles further on than the present projected end of the line, near Songea, coal in workable quantities has been located.

248. I see, yes. I will not press you about that?—That is all I can say at the moment. The development of that coal, and possibly of primary and secondary industries in consequence, is quite a reasonable possibility. That is all one can say at the moment.

249. I am trying to visualise what that railway will be like. You mentioned Garratt locomotives. A Garratt locomotive wants a fairly substantial permanent way, does it not? What is the weight per yard of the rails?—We are working on 60's.

250. And what is the ruling gradient of the Central line?— $2\frac{1}{2}$ per cent.

251. What is that?—1-in-40 is the maximum grade.

252. Will it be something like that on the southern line?—No, not as heavy.

253. The engineers follow the contours of the country, do they?—Yes.

254. Have you any idea of the cost per mile of the construction of this railway?—Not at the moment. The survey of the line has only just been completed and it has not been compiled.

255. Thank you. Now I should like to ask Mr. Feavearyear about the question of cocoa. There have been, so it seems to me, rather alarmist reports about this matter. Is there any possibility of a cocoa shortage in the future?—(Mr. Feavearyear.) Yes, I think there is. We are concerned about the effect of cocoa disease upon supplies, and we do not see—I say this with some reserve because these forecasts are somewhat speculative—a really full supply of cocoa for several years because of the effects of the disease.

256. I understand that cocoa is the sort of crop that you cannot quickly improvise somewhere else?—It is six years before you get a tree into bearing.

257. Is it possible that there will be another cause which might send up the price of cocoa? I understand the Americans are drinking more cocoa than they used to, and this is a growing tendency among people?—Yes, I think the consumption of cocoa in America has gone up very much indeed. In addition, there is the general rise in the standard of living over a very wide part of the world, which will tend to keep the price of cocoa up or make it higher.

258. I think it is true to say that the artisans, the British working class, have not the monopoly of a high standard which they used to have?—Yes, that is true.

259. Has anything been done by the Ministry of Food with a view to possible development of alternative supplies of cocoa to those which are derived from the disease-infected districts?—(Mr. Amos.) We have

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had a number of discussions with the Colonial Office, and the Colonial Primary Products Committee, which is an inter-departmental committee under the Chairmanship of an Under Secretary to the Colonial Office, recently considered cocoa particularly. Unfortunately I am not directly concerned with those two, so this is rather at second hand, but they are investigating the possibility of developing cocoa production in Malaya and they are also investigating the possibilities in the West Indies.

260. But, in view of what Mr. Feavear-year has told us, it is a long-term process?—Yes, and in any event I think it is true to say that we must look to West Africa for the bulk of the supplies of cocoa for a very long time to come.

Mr. William Wells.

261. Mr. Feavear-year, in paragraph 1 of the White Paper it states: "The execution of the initial phases of the plan has been entrusted to the United Africa Company Limited." Will that in due course pass to the Colonial Food Corporation?—(Mr. Feavear-year.) It will pass to the Overseas Food Corporation some time in 1948

Sir Peter Macdonald.

262. In July, 1948?—In July, 1948, yes.

Mr. William Wells.

263. I wonder if you are in a position to give the Sub-Committee any indication of the kind of relationship, you imagine will exist between your department and the Corporation?—I think that we shall leave them with as much independence as we can in actually running the East African scheme, and indeed any other scheme they take over, once the scheme has been approved by Parliament and sanctioned by the Treasury and all the funds are available and the general lines of the conduct of the scheme have been laid down. There will, of course, be frequent references by the Corporation to the Ministry of Food on matters of general policy, matters which the Ministers and indeed Parliament should know about, but in so far as the management of a scheme is concerned, my Minister hopes that they will be left with very considerable independence.

264. Broadly speaking, they will be the producers and you will be concerned with getting their products shipped and supplying them to the home market?—Yes, and seeing that in carrying out those schemes they do comply with the general Government policy as distinct from merely Ministry of Food policy; in other words, that they do not "tread on the toes" of other departments.

265. I took a very very rough note of what Mr. Amos said with regard to the duties of the Overseas Production Division,

that it was concerned to enquire into the possibilities of development?—Yes.

266. Is it also concerned to enquire what the requirements are? I mean, to what extent is it an initiating body, or to what extent is it a body which, when a requirement is brought to its notice, will try and find out how to meet it?—Perhaps I could just explain in a little more detail our set-up. In my Secretariat we have a division which is concerned with programming. Now the job of that division is to prepare a food import programme for each half-year, and also to throw up scarcities and reductions in supply and to relate generally the programme which is based upon information drawn from all the commodity divisions in considerable detail—to relate the needs to what appear to be the quantities forthcoming, and it would be the duty of that division to bring to the notice of the Overseas Production Division any commodities which it thought needed special attention as regards pushing up supplies.

Mr. H. D. Hughes.

267. May I start with a question on West African groundnuts? I think the position was that for various reasons all the crop could not be got clear last season. Could you tell us what the main bottlenecks were and where the plan went wrong?—The main trouble was rail transport down to the port. It goes back even further than that. It developed during the war, and we have been for the last three years in a difficulty in getting each year's crop cleared before the next year's crop comes along. Indeed, I do not think we have done it for the last three years. I think the backlog has been mounting, and in order to relieve the situation we have pressed the Ministry of Supply to give us locomotives or to arrange for locomotives to be sent out there and other requirements of the railways. We also recently sent out General Fielden to investigate the possibility of really getting a move on more or less on military lines to ship the backlog of groundnuts, and the latest news is that things are progressing. We think that we shall actually begin to get locomotives sent out there within the next month or so and regular additions to their numbers within the next few months, and I think that there is good hope of clearing the accumulation.

268. Where exactly does the responsibility lie for planning to see that the acreage planted is likely to correlate with the transport possibilities?—The immediate responsibility lies with the Colonial Governor, with the Colonial Office behind him. (Mr. Amos.) I would like to add two points on that. The Colonial Office has been making considerable efforts over a very long period to secure additional railway supplies for the Nigerian Railway and they have had a measure of success, in the face of the difficulties we all know about. During recent

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months the monthly movement from Kano in Northern Nigeria to the port for shipment has averaged 24,000 tons, as compared with only 19,000 tons a month during the 1946-47 season, and we are expecting a further improvement. So the position has definitely improved. As regards groundnuts production, the efforts of the Colonial Office and of ourselves have been to secure the maximum possible production in Nigeria having regard to the local need in food crops, and the fact that the railway facilities are no yet adequate has not restrained us because the groundnuts keep without deterioration in the high land of Northern Nigeria; we know that we can move the groundnuts eventually and get them here.

269. That means that there has been no wastage?—None at all.

270. Going back to the East African Groundnuts Scheme, in the tabulated memorandum that the Ministry of Food gave us they talk, on page 3, about unexpected delays in development, which means that the actual expenditure incurred has not been as much as originally anticipated. The White Paper does say something about difficulties, and I wondered if any of the witnesses would care to expand on the bottlenecks which have led to unexpected delays?—(Major-General Harrison.) You will realise that, as Sir Ralph Glyn said, we are still "unborn," and I cannot answer for the managing agency. I can only give you my own views based on an extensive visit to Africa.

271. Yes?—I think that the first thing which went wrong was that whereas the White Paper envisaged February of last year as the date of commencing operations, that was completely impossible and work did not start until July. Half the year had been lost from the point of view of clearing. The second thing was that the original White Paper visualised new tractors all of the Caterpillar D.8 class. In fact, due to not merely the dollar situation but the Caterpillar production position, it was quite impossible to get new tractors, and the managing agency did an extraordinarily good job in picking up tractors from all over the world, some from this country, some from the Middle East and the bulk of them from American Army surplus stocks in the Philippines which had been collected from the Pacific islands. Now, many of those tractors have got an extremely small number of hours on the clock; I think one of them has under 200 hours, but it had been in the sea. Consequently, when this equipment began to arrive, the first thing that it needed was a complete overhaul and the provision of a quantity of spare parts to replace parts which were damaged through sea and air action while they had lain idle for two years. The provision of a big workshop

to handle this heavy equipment, as you know, is a lengthy business. Machine tools are extremely hard to come by, and there is also their shipping out to Africa, getting them bedded in under cover, and then the provision of skilled operators for the workshop, and it is necessarily a lengthy business. That is now going well ahead, but it took just the same time that it took to build up heavy workshops in Egypt or anywhere else during the war to do a comparable job. With regard to spare parts, the position was thoroughly bad. The Caterpillar people were concentrating on turning out new tractors, and so were Allis-Chalmers and International, those being the two big tractor makers; they were not making spare parts. The spare parts they were producing were going primarily into the American market and we just could not get hold of them. The demand was immense from all countries in the world. That position has now righted itself, or is beginning to right itself. To give you an example, over 250 tons of Caterpillar stores arrived in one consignment in December. Until that came about, the spares position was quite impossible. The whole of this project depends on machinery in the nursery stages, and that is really the basic cause of delay; the machinery could not be got there, serviced and kept in operation.

272. What proportion of the machinery required there is coming from dollar sources?—The surplus American Army equipment from the Philippines was all dollar material, but I would not like to give you the precise figures, because the number figure, which I do know, does not correspond with the value figure. In fact, the managing agency bought very cheaply in the Philippines.

273. We got value for our money in spite of all this dumping in the sea, then?—We definitely got value for our money.

274. That deals with equipment. Now, with regard to labour, I understand that in Tanganyika there is a relatively small population, something like 6 millions in the whole Colony. Is there any difficulty in recruiting labour, and what inducements are being given to native labour to leave their settlements and to come to this type of scheme? Thirdly, are there any direct or indirect forms of pressure being put on the natives?—You are quite right in saying that there is a relatively small population compared with the area in Tanganyika. I am afraid from memory that I cannot give you the exact percentage of adult males who are gainfully employed at the present time, but it is a pathetically small figure. (Mr. Amos.) I have the figure in front of me. I think the labour pool in Tanganyika amounts to

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about one million people. Incidentally, during the war 80,000 Africans joined up in the Forces in Tanganyika, and at our peak period when there will be development going on in the Central Province, the Western Province and the Southern Province and there will be port constructional work at Mlikindani, our labour requirement will be 120,000. (Major-General Harrison.) The figure for the total number now gainfully employed, I think, is 132,000.

Mr. Norman Smith.

275. Does that mean that a quarter of the available labour pool will be employed?—Something like that.

276. Are we to understand that the rest of the total labour pool is unemployed?—Well, it does not seek employment.

Mr. H. D. Hughes.

277. It is presumably settled on the land, is it not?—Yes. They live on their own African farms, grow their own crops, and lead what they consider to be a reasonably ideal existence.

278. That leads me on to the question of inducements or pressure?—Exactly. If I may go straight on, since there are virtually no inducement goods and money has got very little appeal to them, having once paid their poll tax, until there is a reasonable flow of inducement goods, labour will not be persuaded to work.

Mr. William Wells.

279. Is there any move to increase the poll tax?—No, I do not think so. I am not sure whether I agree with the poll tax. The shortage of inducement goods may prove serious, not merely from the point of view of the Groundnuts Scheme, but of the economy in Tanganyika and East Africa in general.

Mr. H. D. Hughes.

280. The remedy is an increase in consumer goods. Is it also the diversion of consumer goods to the Groundnuts Scheme labour?—Do you mean *vis-à-vis* other industries in Tanganyika?

281. *Vis-à-vis* the rest of the population?—I should be the last person to suggest that.

282. It is what your remedy is that is puzzling me?—An over-all increase in supply.

283. Going back to the transport problem, I believe there is considerable congestion at the docks at the present moment. Can you give us some figures as to the delay?—I believe that one ship was held up for twenty-three days in Dar-es-Salaam, but at the present time—and this is true since before Christmas—they

are clearing ships in Dar-es-Salaam as fast as the ships themselves can work their cargo, and, being a lighterage port, it depends on how fast the ship itself can work.

284. I have one last question on the East African Groundnuts Scheme. What is the degree of co-operation between the agent and the local administration? Does the local administration welcome the scheme as an asset to the Colony or does it feel that it is harming the natural economy of the place?—My personal experience is this, that the Tanganyika administration, from the Governor downwards, almost embarrassed me with the amount of help and co-operation which they poured on me.

285. Going back to the Colonial Office Memorandum, I see they say that although the East African Groundnuts Scheme is the only one actually launched, preliminary inquiries are being undertaken in preparation for other similar schemes. I wonder if Mr. Feavearyear could tell us what other schemes have reached any kind of advanced stage of preparation?—I could deal with that question better, because we have been more in direct touch with the matter. We received an invitation from the Government of Australia quite a little while ago, and Mr. Plummer, who is my Chairman, is now out there with Mr. Wakefield, who is the technical member of the Board. They have in view the production of ground nuts in the Northern territory and in Queensland. There are difficulties, but it is being explored as a project. The major difficulty is the non-availability of resident labour in those territories. The other possibility which has been put forward by the Australian Government tentatively is the development of beef supplies from Western Australia, and there has been some talk of intensive bacon production as well. Those projects are now being explored. In addition to that, it has been suggested to us that there are opportunities for further development in the Sudan. The original proposal put up did not prove on examination to be a very sound one, but other proposals there are under consideration by the Government of the Sudan in the first instance.

Mr. Edward Davies.

286. What is the commodity there?—Sunflower seed, which are oil-producing seeds. We have also had an invitation from the High Commissioner on behalf of the Pakistan Government for a visit to Pakistan to examine the possibilities for increasing food production in the Punjab and Sind. Various other schemes have come forward, but none of them is in a concrete form.

Mr. H. D. Hughes.

287. Are there any similar schemes which are likely to be in a similar stage so far, as the Colonial Developments Corporation

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is concerned?—(Mr. *Feavearyear*.) The Colonial Development Corporation is a Colonial Office responsibility. There is another one being looked at in Southern Rhodesia, too, I believe. (Major-General *Harrison*.) Yes. We did have conversations with the Agricultural Member, but they have not gone very far. We have offered to send a party out to look at that, and, of course, there is the Groundnuts Scheme in Northern Rhodesia.

Sir Peter Macdonald.

288. As regards the labour situation, I gather that has not worried you very much so far?—So far we have had no difficulty. In fact we have closed down recruiting quite a little while ago.

289. Your chief trouble is getting skilled labour, such as drivers?—Drivers simply do not exist.

290. There was a scheme to have so many Africans trained as lorry drivers, but in fact that has not materialised; they seem to have gone back into the bush?—That is quite true; the majority of our transport drivers are in fact ex-Service men, but they have had to be re-taught; they had forgotten everything they had been taught.

291. I think you had to import some Italians, too, had you not?—That was for the higher supervisory grades, and for training purposes.

292. Have you had any complaints from the existing industries in East Africa regarding the dislocation to the communications as a result of unloading machinery and so forth?—We have, but I think that has been overcome now.

Chairman.

293. There is a reference to a pipeline here. Does that mean that you are going to crush the nuts and pipe the oil?—No, Sir, that is for the supply of petrol and oil from the coast into the very large areas in the Southern Province.

294. You think it would relieve the railway from having tank wagons?—Yes, Sir, and in fact it is a more economical proposition than carrying oil by road.

295. Surely it is going to take a very long time to lay a pipeline with the present position as to the supply of tubes?—No, Sir. We have bought the tubes from surplus stock in India. There were vast pipelines built in connection with the Burma campaign, and there is a very large stock of surplus pipes.

296. So that stock is all being collected?—Yes.

297. In regard to the groundnut itself, what is the percentage of oil which you get from a groundnut?—40 to 42 per cent.

298. Then is the by-product worth anything?—Yes, Sir; it is extremely good cattle cake.

299. Is it intended that that will be made use of for the natives to improve their stock?—No, Sir; it is intended that the whole nuts shall be shipped home, that there shall be extraction of the oil in this country, and that that cake will be available for feeding stuffs for our own cattle and livestock.

300. But I understand that, apart from the nut itself, which incidentally, I think, grows underground?—Yes, just under the ground.

301. —there is a certain amount of haulm above, is not there?—Yes. It is a little bushlike thing. That haulm is practically valueless, and in any case we must put back something into the soil, and that is about the only source of humus there is.

302. I was going to ask you about that. Is there any danger of producing a dust bowl situation?—No, Sir, because that was the major danger which loomed over the project from the beginning, and most strenuous measures are being taken to avoid any possibility of that occurring.

303. Measures such as what?—Extensive soil conservation measures, both against water and wind erosion, wind erosion being the dust bowl type, and every possible care to avoid exhausting the soil. In fact we would like to enrich the soil. The dustbowl condition begins when your soil has been exhausted. That is one thing we will never do.

304. Are you in a position to tell us about the acquisition of fertilisers locally, or does it mean shipping them from other sources?—There is one source of phosphates in Uganda, the Tororo deposit of rock phosphate. The possibilities are being looked into now, but geographically it is extremely awkward; it is 12 hundred miles to the sea. We can ship down the length of Lake Victoria and use some of that in the nearest area to Lake Victoria, but otherwise you get immensely long railway hauls, and to ship it down the coast and rail it up-country again does not look like being a good economic proposition. Secondly, it is rock phosphate, and no agricultural scientist is yet in a position to say that ground rock phosphate is an adequate fertiliser. It will almost inevitably have to be calcined, or burnt.

305. There is an Agricultural Research Council and there is the British Medical Research Council, and in their evidence before us during another enquiry they were asked whether they were brought into consultation in regard to these development schemes, and their reply was "Not necessarily." As you have got all those bodies of experts, would it not be a good idea to employ them as often as possible?—We

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have every intention of using them, and in fact individual members of the Agricultural Research Council are already engaged in carrying out investigations on our behalf.

306. Now I have one question with regard to labour. Have you considered at all the possibility of employing what are commonly known as D.P.s under any circumstances there?—Yes, we have. It is difficult. There are already in Tanganyika some 16,000 Poles, mainly women and children. They are not the best of the Poles. The best of them came on. Quite frankly, with a limited number of exceptions, we have not found them employable.

307. What are they doing?—Sitting in camps.

308. At our expense?—Yes, Sir.

309. Our Committee, as a matter of fact, is enquiring into that matter, and we are going to issue a report on those very people, and one of the things that is preventing the return to Poland of a good many of the Poles whom we now support here is that they are separated from their wives who are now in East Africa. The idea is that they could be shipped back and some of those Poles could go home. But could not they be told that there are opportunities for some of the displaced persons there and other Poles to go out and start an assured job?—Yes, I think so, but it would be a question for the Colonial Office. I do not know the answer as to the policy of the Tanganyikan Government with regard to further importation of other races.

310. But it seems to me that one of your difficulties is going to be labour, is it not?—Labour in the supervisory and skilled grades, yes.

311. You are starting technical colleges for the natives and so on?—Yes.

312. And you are doing what you can by way of lectures and loudspeakers and cinemas, but here we have this problem which the British taxpayer is faced with of trying to settle these people, and I have an idea that the prospects out there have possibly not been put before them. Is not it worth while doing that? I do not quite know whether it is purely a matter for the Colonial Office. It is very much a matter which interests the Foreign Office at the moment, because the numbers are very large and amongst them, as some of us saw in Germany a short while ago, you have got all kinds of skilled men who want work, and if the Medical Research Council can guarantee that the conditions under which they live are suitable, it seems to me that you would offer prospects of employment which would be attractive?—Yes, Sir. From the point of view of my own job it does not make it a great deal easier when you have got races who cannot talk one another's language. We have struck that difficulty already with the Italians who

have been brought out there. That is a difficulty which one can get over, and frankly from my point of view what I want is people who can do the job and do it well. But I think from the point of view of the Tanganyika Government, and remembering that this is a mandated territory, they would probably have to be very cautious.

Mr. Edward Davies

313. Following on your point about taking these displaced persons, how are these people accommodated? What sort of living accommodation is there for them?—At the moment, Sir, they are in tents. I think there are two houses occupied at the present time, and eventually they will be accommodated in what one would call semi-permanent accommodation in this country, that is to say that the house is constructed mainly of mud but with a thatched roof.

Chairman.

314. If you are going to get your skilled people and you are going to educate the natives so that they will occupy responsible positions, surely the social side is one of the most important parts in your scheme?—It is terribly important.

315. Is there any estimate for that?—Yes, Sir.

316. It is included in the Estimates is it?—Yes, Sir.

317. When you put in that little paper to us regarding the hidden problems and difficulties which you have got, I think it would be very helpful to us. It seems to me that if you had a conversation with General Ivor Thomas at the War Office it would assist you. He has a list of a lot of these people according to their jobs and their skill?—I have already been in fairly close touch with General McLeod, who runs the Poles in this country.

318. But General Ivor Thomas is the responsible person at the moment. When this report comes out in a fortnight's time you will see the enormous number who are at present an expense to the British taxpayer, and I think it is terribly important to try and work all these things in. It has got to be done with the concurrence of the Tanganyikan Government. On the other hand, the manpower problem is so difficult everywhere, but this is the moment to tackle it and to utilise what labour you have, put up proper houses, and so on?—Perhaps it might be worth while if the Ministry of Food gave you the views of other departments. We could just get together and give you a paper on this problem.*

* See Appendix 13 to the Report.

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[Continued.]

Sir Peter Macdonald.

319. I was told that in addition to these wives there are some 12,000 to 16,000 other displaced persons out there and that they are very anxious that they should be absorbed if the colonial governments would agree. Have you heard about them?—I think the total figure of Poles is 16,000, including women and children.

320. There are 11,500 wives and children?—Yes.

321. And in addition to that I am told that there are other D.P.s out there in Kenya and Tanganyika Territory and probably in Uganda?—I have no knowledge of that.

Mr. Edward Davies

322. Regarding labour, it seems that it falls in two compartments: there are the people who are responsible for floating the scheme, doing the pioneer work and then there are the people who will carry on the job when the thing is going. What are the terms of employment? Are they given any kind of security?—In which part?

323. In both cases, if you can tell us?—The African labourer up to now has worked on an extraordinary system called the Kapande system. On recruitment the man is given a card on which his name and various particulars are entered and on the back of that there are thirty little squares. Now, when he gets that he has in fact contracted to do thirty days work. Whether he does the thirty days work during the next month or six weeks or six months or twelve months does not matter. That is the form of labour contract under which the bulk of the labour in Tanganyika is working today. So that you never know from day to day whether a man is going to be there or not, and he is not in any

way breaking the terms of his employment if he goes away and comes back again in six weeks time.

324. That is renewed from time to time, is it?—That is renewed when he finishes the contract. He does not get paid until he has done the thirty days work. As an inducement he is given a bonus if he does his thirty days work within forty days. We have had quite a lot of widely differing views from employers in the sisal industry and other industries in Tanganyika and the Tanganyikan Government. We are making a valiant effort to break this system and to put people on to a monthly rate of pay. The weekly rate of pay they just do not understand at all; they think that they are being sacked. However, we hope to be able to convince them that it is a good thing to work on a monthly rate of pay.

Mr. H. D. Hughes.

325. What about the educated Africans? What is the highest level in your proposed set-up in which an African can take employment?—There is one East African doctor, I believe, and we would like to have him, but recruits do not go above the level of a rather inefficient garage hand at the moment.

Chairman:

326. Are you starting schools?—Yes, Sir.

327. I am afraid that we have detained you here rather too long, and I hope it has not been too inconvenient for you, but you have helped us considerably and we may ask you to help us further. If you could send us those papers which we have asked you for it would be of great assistance to us?—Yes, Sir.

The witnesses withdrew.

Adjourned till Tuesday next

TUESDAY, 3RD FEBRUARY, 1948.

Members Present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Wing Commander Hulbert.
Sir Peter Macdonald.
Mr. Parkin.

Mr. Norman Smith.
Mr. William Wells.
Mr. Willis.

Sir THOMAS LLOYD, K.C.M.G., Permanent Under Secretary of the Colonial Office, and Sir SIDNEY CAINE, K.C.M.G., a Deputy Under Secretary, recalled and further examined.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Chairman.

328. We are grateful to you, gentlemen, for the revised plan which you have sent us in regard to the Colonial Office organisa-

tion. Would it be your pleasure that we should take that as a basis for what you want to say to us now?—(Sir Thomas Lloyd.) Yes, Sir. Not in the chart, but in

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the following notes, which I thought might serve the purpose of the Committee when they asked for a statement of the duties of the different Departments, there are two typing mistakes, which I might correct. On the third page, under Item 8, "Social Service Department 'A'," the last line should come out; the typist has repeated something. Then, on the next page, in Item 20, "General Department", the last sentence should come out: "Acts as the Colonial Office liaison with the British Council." That is the duty of the Social Service Department "A" and not of the General Department.

329. What was the circulation of this Colonial Office document dated October, 1947? Was it circulated generally?—This document was prepared by us for the Treasury Organisation and Methods Division. Although we are very interested in organisational methods, we are not big enough to run our own Department, so we asked the Treasury to send responsible officers from that Division to look into our organisation and methods, and they are doing that, and we prepared this chart for them.

330. I noticed that on the cover of this document you have got: "Organisation and Methods Division, H.M. Treasury"?—Yes.

331. It means that Departments over a certain size carry their own Organisation and Methods Division?—Yes, Sir.

332. And you do not come within the scale?—No, we are only 1,100 strong and that is not thought to be a large enough number to warrant an Organisation and Methods Division.

333. So that the Treasury function for you?—Yes. We use that Division not only for carrying out an investigation, as they are doing at this moment, but also in the training of our own people, that is to say, we send our Administrative Officers on a course which includes some insight into that.

334. They do a course, and then have you any organisation which follows up under the Colonial Governments in each Colony? Is there any method of sending out trained people to see whether their method is right?—Only on request by the Colonial Government, but what we have done is to send a circular to all Colonial Governments, telling them of the Treasury Organisation and Methods Division and what they are doing, and we are at the moment considering with the Treasury the possibility of setting up a special course in Organisation and Methods for specially selected Colonial Officers.

335. They would come back here for that course?—Yes.

336. But from the point of view of the Estimates, do you, in your position as the Accounting Officer, take the responsibility for the financial administration of each Colonial Government?—Oh no, sir.

337. Who is responsible for that?—The Colonial Government's own officers.

Sir *Peter Macdonald*.] They have their own Finance Officers.

Chairman.

338. Yes, but I thought that the general responsibility for how the Colonial Governments should run does rest with the Secretary of State?—Yes, and if he saw any Colonial Government going wrong over financial policy, he would intervene, either when the Colonial Government submitted its annual Estimates to him for approval, or when, in the course of some general exposition of the situation out there, it became clear to the Secretary of State that the finances were not as well ordered as they should be. The only Colonial finances which come more directly under the purview of the Colonial Office are the finances of the Grant Aided Territories.

Mr. William Wells.

339. So that you do not intervene except when you think there is some major matter of mal-administration?—I would not say "mal-administration," but when they were heading towards it.

Chairman.

340. Our Estimates year runs up to March. Do you get the Colonial Governments to have their financial year so arranged that you have ample time to go through their Estimates before you make up your own, or how is that arranged?—No, I do not think we have ever pressed them to change their dates. (Sir *Sidney Caine*.) They vary as it suits them individually. Some are the same as the United Kingdom financial year; some are the calendar year; and I think there are some which go to the 30th September and some which go to the 30th June. Normally, I might perhaps explain that the Estimates of a Colony do not, as it were, come into the Colonial Office Estimates at all; they do not affect the Colonial Office Estimates at all, except in those comparatively few cases in which there is a Grant in Aid towards the general costs of administration of a particular Colony, like Dominica and British Honduras, places which are very badly off and need assistance. But the ordinary Colony does not affect the Colonial Office Estimate, and its finances do not come before Parliament in the same sense as the expenditure of an ordinary British Government Department.

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341. In these days, when the taxpayers' money is being used, although a contribution is sometimes made from Colonial resources towards it, does that not rather alter the position; that there shall be some visiting body which shall go round and be quite sure that the troubles, if they are in trouble, can be met quite early; or would they resent that interference?—(Sir *Thomas Lloyd*.) I think they would. To take an example, I think Jamaica would resent it very, very strongly if it were suggested that because we were now giving them Colonial Development and Welfare assistance, which they are, after all, supplementing from their own resources considerably, an entirely new procedure of controls should be evolved. (Sir *Sidney Caine*.) When the Colonial Development and Welfare Act of 1940 was passed, it was stated certainly in the official statement of policy which preceded that Act, in February, 1940, and, I think, in the course of the Debates in Parliament, that the grant of this assistance from the United Kingdom Exchequer Fund would not entail any extension of control of the kind which is recognised as a necessity in the case of a general Grant in Aid, because the Colonial Development and Welfare assistance is always given towards a specific piece of expenditure; and the control that is necessary to see that that money is not being wasted and that the Colony is contributing a fair share of the cost of that particular enterprise in the light of its general financial position is exercised from day to day by the Colonial Office and by the Treasury.

342. But I should have thought that the position is rather different now owing to this big drive both in the Colonial Office and the Ministry of Food, and there is, I should have thought, some direct responsibility on the Colonial Office in the one case and on the Ministry of Food in the other case to see that the money is properly spent and that there is no wastage?—In the case of the Ministry of Food, of course, their expenditure is of a kind which does not go through the Colonial Government's books at all. It is entirely outside the scope of the ordinary Governmental expenditure, and the new expenditure which is now under the Colonial Office auspices, that is expenditure of the Colonial Development Corporation, will equally be of that kind. It will be something quite apart from Colonial Government expenditure. It will be undertaken quite independently and, of course, that part of it will be accountable to Parliament in accordance with the provisions of the Bill which is now going through Parliament.

343. My recollection of the Bill is that there is some provision made for Parliamentary control, or anyway for the Corporation to be answerable to Parliament in an Annual Report?—Certainly.

344. You do not take any responsibility for that?—We should for that, certainly; but that is quite apart from the ordinary expenditure of a Colonial Government.

345. But is not it rather difficult to say that it is in one compartment or the other?—I think one just has to say into which compartment it falls at the time when the expenditure is decided on, and if it falls wholly within the sphere of the Colonial Governments concerned and is voted by the local legislature out of their own revenue, then our control of it is of a very different character to the control exercised over Development and Welfare expenditure, or over the expenditure to be undertaken in future by the new Corporations.

346. Let me take the case of Jamaica as an example. In Jamaica there are various schemes, and the Secretary of State is responsible for the social conditions of the people in Jamaica, is not he? He is responsible to Parliament in theory, at any rate for that?—(Sir *Thomas Lloyd*.) Yes, he is responsible to Parliament for anything that happens in the Colony, but the Secretary of State does not govern any Colony, and he is always very careful, when a Colony has complete control over its own internal affairs, to emphasise that point to Parliament.

347. If you take the case of Jamaica, there is considerable unemployment there at the moment, is there not?—(Sir *Sidney Caine*.) There is some unemployment, but not really very heavy unemployment. It led to a good deal of discussion. I will accept that there is some unemployment there.

348. This paper which I have in my hand is today's "Evening News," and there is a paragraph in it which says: "Kingston, Tuesday"—that is today—"Some 186 people died of starvation in Jamaica during the last four months." That is what a Press report says. Now there you have got an example of something which is wrong, which presumably affects the welfare of the people in Jamaica. To what extent is the Secretary of State, for instance, responsible for making inquiries (if it is true) as to why those 186 people died? I am trying to find where the responsibility begins and where it ends. Do you see what I mean, Sir Thomas?—(Sir *Thomas Lloyd*.) Yes. The way in which we define this, for the purpose of this document, if I may read it, is: "The Secretary of State is responsible to Parliament for the good government of the Colonial Dependencies. The actual administration of the Colonial Dependencies is however carried out by the Colonial Governments, and the extent of the Secretary of State's legal authority varies greatly from one dependency to another," and then

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examples are given. Then it says: "*Functions of the Colonial Office*. To advise the Secretary of State for the Colonies on all the questions which arise in the carrying out of his responsibilities," which means primarily that he is responsible to Parliament for the good government of the Colonial Dependencies. If a Question were put to the Secretary of State in the House about the deaths of these 186 people in Jamaica from starvation, I should imagine his line would be that he would make inquiries from the Jamaican Government, if he had not got the information available at once, and he would then inform the Member of the result of those inquiries.

Mr. *Parkin*.

349. And the answer would start: "I am informed by the Government of Jamaica"—Something like that, because of the degree of autonomy which has been given to the Government of Jamaica, and which has been extended considerably by the constitution of 1944.

Mr. *Edward Davies*.

350. Would he be in a position to give any course of action arising out of that?—Only by agreement.

351. He could initiate consultation?—Certainly, and I should think that if the House of Commons had some concern about a particular happening in Jamaica, his hands would be that much strengthened; but the position might arise when the embryo Ministers in Jamaica would say: "No, this is our business. You hold off."

Chairman.

352-5. In all the debates regarding this Colonial Development Corporation and the Food Corporation, it has been emphasised that these schemes will have a good effect in helping the people in the particular Colony by giving employment and improving their conditions and so on. Therefore, if there is a Colony where there is unemployment, and where there is apparently great distress which leads to this sort of happening (if it is true), that would be a case where the Secretary of State, surely, could put into force, as a matter of urgent priority, schemes that might otherwise take some time to start; or could he not even do that?—(Sir *Sidney Caine*.) I think in that case the Secretary of State certainly could go to the Colonial Development Corporation and say: "Would you please pay special early attention to this particular Colony, where the need for some new development is particularly great?" and I have no doubt that the Corporation would take due account of that representation.

356. It would be done by the grace and favour of the Colonial Development Corporation and not by order of the Secretary of State?—Under the statute he can give general directions to the Corporation. I do not think anybody has attempted to define how far his general direction can extend. I think, also, it is commonly accepted that with these new public service corporations which have been set up for various purposes, it is not the expectation that the responsible Minister will be constantly issuing directions to the Board, but that he will honestly leave it to their own discretion, although he will, from time to time, perhaps, have to issue formal directions and much more frequently will make suggestions.

357. It is Clause 9 of the Overseas Resources Development Bill, is it not? "The responsible Minister may, after consultation with the Corporation, give to them directions of a general character as to the exercise and performance of their functions in relation to matters appearing to him to concern the public interest"—that is the public interest of the Colony, presumably?—The public interest of the Colony and of this country.

358. "and the Corporation shall give effect to any such directions."?—Yes, he can give directions if he wishes.

Sir *Peter Macdonald*.

359. Is not it true that the Colonial Government are responsible for the welfare of the people and they watch these Corporations and see that their health and so forth is well cared for in these development schemes? We had a case in Tanganyika, with the agents, where they fell short on the water supply and so forth, and the Governor stepped in immediately?—Yes, that is perfectly true.

360. And he insisted on them carrying out certain schemes?—Yes. (Sir *Thomas Lloyd*.) If I might go back to your question and distinguish between the moneys to be provided and spent under the new Act, and the moneys that are being provided to be spent in the Colonies under the 1945 Development and Welfare Act, first of all, the Colonial Governments almost everywhere are supplementing that £120 million by providing from their own resources or by raising loans, and consequently we have, throughout, taken the line that the plans—and they are generally ten-year plans—should be a local responsibility, though they are sent home and examined by many of the Secretary of State's Advisory Committees and so forth. It is in the long run a local responsibility to see it through and work it, a responsibility on the local government, and in such a Colony as Jamaica where, as I say, the embryo

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Ministers have considerable powers, I think it would be only in very extreme circumstances that the Secretary of State, once having approved the general ten-year plan, would attempt to interfere with their administration of it in detail.

Chairman.

361. But the Corporation, I understand, has its own representative in the Colony; he is called the Agent of the Corporation, is he not?—I was talking not about Corporation expenditure but Development and Welfare. (Sir Sidney Caine.) At present the Corporation has no agent.

362. How is the Corporation going to function unless it has its representative there?—At present it has no representative, but it will have one.

363. But that individual is responsible to the Corporation and they work through him?—Yes.

364. If there is a difference of opinion in Jamaica with the local people, say, is it resolved by the intervention of the Secretary of State?—I think it is very difficult to lay down any general rule, in such a case. These are at present really uncharted fields. If it were simply a matter of a difference about compliance with some local requirement to do with welfare matters and so on, I should have thought that in that case the Governor's view would be final.

365. The Governor's view?—Yes, if he said: "You must do this in order to comply with local requirements"—

366. Take this case of Jamaica again. The Governor is now exercised and worried by the slow development of certain schemes which would take up a lot of presently unemployed people, and he has been urging that those schemes should be pushed through. Supposing those schemes which he wants pushed through run counter to some projects which the Development Corporation want to carry out, they cannot do both: so who decides which they do, the Governor, who wants the social position of the people improved by immediate schemes, or does he have to take back place to the other?—I think if there were differences of that kind it would come to the Secretary of State.

367. That is what I meant; it would work out in practice that way?—Yes

368. Because if it did not, the Governor would say: "I will not be responsible for the orderly condition of the island"?—Yes.

369. And then the Secretary of State would give a direction to say that these

other schemes should be pushed through first?—He could do. I would emphasise that the responsibility in relation to the expenditure under the Colonial Development Corporation is very different from that of the general expenditure, which is not formally under the control of the Secretary of State in the same fashion and is not accountable to Parliament in the same way.

Sir Peter Macdonald.

370. It is true that when a Colony gets a grant under the Colonial Development and Welfare Act, they have to comply with certain conditions laid down in that Act?—Yes.

371. Would you mind telling the Committee what those conditions are?—In the first place, regarding the particular scheme, they are conditions as to compliance with the proper conditions of labour, and that in appropriate cases adequate provision is made for the sharing by the public in any appreciation of land values which may result from the operation of the scheme. More generally, a Colony is not eligible for assistance towards any work under the Development and Welfare Act unless it has got trade union legislation in approved form.

372. And a labour adviser attached to the Government?—(Sir Thomas Lloyd.) No, that is not a statutory requirement.

373. And they must have local taxation?—(Sir Sidney Caine.) That is not a statutory requirement, but in practice that is one of the things which are taken into account, and if a Colony has plenty of money and refuses to tax itself, then the administrative authorities here would be much less willing to make a scheme in favour of that Colony.

Mr. Edward Davies.

374. Does that mean that every scheme is expected to bring with it some sort of revenue from the people on the spot?—No, not every scheme.

375. But it is a matter which is borne in mind very prominently, that inasmuch as the people help themselves within their limits or resources, it would be a good thing?—Yes. It is a thing which is in the minds of those responsible for considering each individual scheme, whether or not there will be a local contribution. That is a question which they always ask themselves, and in a great many cases there is a local contribution of some sort.

Chairman.

376. That gives them a right of more control over the scheme?—Yes. Very often it is a very desirable thing to do, because as they are responsible for the actual carrying out of the scheme and for the detailed

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control of the expenditure on the spot, it is very desirable to have them contributing towards it; it gives them a greater interest in efficient and economic management.

Wing Commander *Hulbert*.

377. Can you tell the Sub-Committee what number of schemes the colonies are directly interested in?—Do you mean what number of schemes have been made?

378. Yes, or proposed?—I am told that at present about 900 individual schemes have so far been made under the Colonial Development and Welfare Acts. Also, there are 200 others for research.

379. And how many are the colonies directly interested in?—I do not know what the proportion is.

380. Well, would it be about 50 per cent?—I should think it would be under 50 per cent.; it might be 25 per cent.; I do not know.

381. I mean schemes in which the colony has an actual direct interest?—In which the colony would contribute towards the cost of the individual scheme?

382. Yes?—I would not like to say.

Mr. *Edward Davies*.] What are the main subjects which are covered by the Welfare Acts? Are they such things as health, sanitation, hygiene and so on?

Chairman.

383. It is in the book which we have circulated. It is a very comprehensive list, is it not?—(Sir *Thomas Lloyd*.) Yes. (Sir *Sidney Caine*.) It covers practically every aspect of Government expenditure except ordinary administration and police and defence expenditure.

384. It excepts actual industrial development, does it not?—It does not necessarily except industrial development; in fact very little has been allocated for that purpose, but it is within the scope of the Act.

Mr. *Edward Davies*.

385. I do not quite follow what happens when once the scheme has been approved by the Colonial Office and I presume a grant has been authorised to a certain amount towards the cost of that scheme; when the grant has been authorised, what check is there on the expenditure?—Regular accounts are presented.

386. By whom and to whom?—They are presented by the Colonial Governments. I should say that it is not an invariable rule that every scheme is carried into execution by the Colonial Governments, but the majority of them are. Sometimes it is done through another agency, but the great majority of them are carried out by the

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Colonial Governments, and the Colonial Governments then submit audited accounts which are scrutinised in our own Accounts Department in the Colonial Office, and in due course they are submitted to the Comptroller and Auditor General.

Chairman.

387. Are these grants all block grants, or are any of them on a percentage basis?—Some of them are on a percentage basis but the majority of them are block grants for a special purpose.

388. Do you think the block grant system is more effective than the percentage basis system? Which induces the best economy in administration?—For most of the projects which we assist the block grant system is better, but sometimes, when it is a matter of helping in the general expansion of a department like the Agricultural Department, in which we want to see simply a doubling of the department, it would be rather difficult to say that Mr. X's salary is paid by the Government and Mr. Y's salary is paid by the Colonial Welfare Development scheme. In those cases it is more convenient to make a percentage grant of 50 per cent. or 33 per cent. or whatever may be the appropriate percentage. Normally these schemes, as you will see if you look at the list of them, are for fairly specific work, for the building of a definite road scheme, for instance, or for carrying out certain specified anti-erosion measures, or for building hospitals, and so on.

389. I do not want to get away from the organisational side, but I would like to ask you this question. The time lag between the Colonial Government going into a scheme and making their estimate and the process that has to be gone through here may completely alter all the scales of payment and cost?—I think that that certainly is happening quite frequently, particularly because these schemes in any case, quite apart from any time lag between the initiation of the scheme and the approval of expenditure, are normally spread over five years or sometimes even longer, and we certainly are finding that in the later years of schemes of that kind the expenditure, particularly on capital items, is higher than has been bargained for, and in quite a number of cases we are having to make supplementary schemes to provide additional sums to complete the original one.

390. In some cases, if you had known what the scheme was going to cost, you might not have approved the scheme?—It is possible, but in most cases the comparative scale is the same.

391. Can you tell the Committee what you consider is the average time it takes for these processes to be gone through before the approval is given?—That is a very diffi-

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[Continued.]

cult question to answer, for this reason, that it so frequently happens that the genesis of a scheme goes back perhaps two or three years, when somebody thought that it would be a good idea to do a particular piece of work—

Mr. *Edward Davies*.

392. Somebody in the area?—Yes, or in this country. The first idea may originate anywhere, and there may be a certain amount of discussion and correspondence going on for a couple of years, until the stage is reached at which the scheme is fairly clear, and then a formal application is submitted for the making of the scheme under the Development and Welfare Acts. From that stage, if there has been a good deal of discussion already, it may go through quite quickly, in a couple of months; but if you reckon from the original start of when the idea was first conceived, it might be three years. It is very difficult to say just what is the average, because it may be a matter of chance at what stage the thing gets into the form of a definite application.

Chairman.

393. Would it be unfair to say this, that the machinery being used now is very much the same sort of machinery as was used before the invention of aircraft?—No, I think it would be hardly fair to say that.

394. It would be unfair to say that?—Yes.

395. Would it be possible for the Colonial Office to do what some of the Service Departments do: the moment a scheme is considered, to fly out certain experts to the spot to go into it, with a certain amount of authority to decide?—That method of special *ad hoc* investigation is adopted, and has been adopted in a number of cases, but you will realise that the vast majority of these schemes that come to us are comparatively small schemes. I did notice, for instance, that in the last three months of last year a total of over 90 formal schemes were approved. The aggregate expenditure involved in these 90 schemes was about £3 million. That means that on the average there is about £30,000 each. So that each individual scheme is normally a comparatively small scheme. But each scheme is fitted in to these overall ten year programmes which have been very carefully thought out, and in those cases there certainly have been arrangements for either people to be sent out there or for people to be brought home here.

396. It is very satisfactory to know that in three months 90 schemes were approved, but it does not quite answer the question of when those 90 schemes began on their journey?—I think it would be almost impossible to say just at what stage the

schemes took the form of schemes and were no longer vague ideas, because there are a great many things which are discussed and rejected; they never take the form of a definite application.

397. Does not the Treasury come into it sometimes?—It has to come in always.

398. You might approve the scheme and the Treasury might say "No"?—We cannot approve a scheme without Treasury concurrence.

399. But you can recommend it and the Treasury might turn it down?—They might.

Mr. *Willis*.

400. If you approved 90 schemes in three months, who decides the priority of those schemes? I take it that under your new organisation it will come under your Economic Intelligence and Planning Department?—I am not quite certain that that question arises as to the priority, in this sense, that we have already allotted a definite sum of money—

401. Yes, but not materials?—Exactly, but a great many of these schemes do not involve imported materials, only local materials. It is true that some of them, and some of the most important of them, involve imported materials, and in those schemes I think we must accept the fact that we are now in a position at which the mere financial approval of the scheme is not necessarily the last word in it; it may then be necessary to examine whether in fact materials can be found to carry on with the scheme.

402. And then supposing that there are three schemes in one Colony, and there was a difference between the Colonial Office and the Government, we will say in the case of Jamaica, as to which scheme should be given priority. Where does the final decision rest then?—I suppose in the last resort one must say that the final decision rests with His Majesty's Government, because it is His Majesty's Government who are to say whether or not supplies will be made available; but I am always rather hesitant about expressing an opinion as to who has the last word in this sort of thing, because it is usual to attempt to reach agreement and compromise.

403. But there must be somewhere to fix responsibility?—In the last resort it is His Majesty's Government as a whole which may have to decide that sort of question.

404. That is the Secretary of State?—In consultation with his colleagues, if necessary.

Wing Commander *Hulbert*.

405. Have there been many cases in which the Treasury have not approved

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recommendations made to them in regard to these schemes?—I should say there have been comparatively few cases in which a formal recommendation has been put to the Treasury and they have rejected it, because we work sufficiently closely with the Treasury to know when they are going to reject a scheme, so that it does not get to that stage.

406. You said that in the case of certain schemes, after they had been initiated, it had been found during the progress of the scheme that the capital cost had increased materially?—Yes.

407. Have there been any schemes which have been half completed or three-quarters completed and then abandoned owing to the increased cost of supplies or material?—No, I cannot think of any. (Sir *Thomas Lloyd*.) No. (Sir *Sidney Caine*.) I cannot think of any case in which that has yet arisen, but it is always a possibility.

408. My question was really this: there are no half completed schemes about at the moment which have been abandoned?—No, but there are some schemes which are suffering from the same complaint as some capital projects in this country, of being half completed and being held up for lack of some particular piece of equipment.

409. But they are not being held up for lack of money?—Not for lack of money, no.

Mr. *Willis*.

410. Under your new set-up will this question of schemes under the Colonial Development and Welfare Act come under the Economic Intelligence and Planning Department?—Well, the more or less routine business of making these schemes, many of which are comparatively small importance, will continue to fall on the Finance Department, but the new Economic Intelligence and Planning Department, will, of course, have to be consulted on major priorities. I think it will be a matter of their dealing with the broad priorities and perhaps taking a hand in the really big schemes, but routine business in regard to these schemes will remain in the hands of the Finance Department. (Sir *Thomas Lloyd*.) Those two Departments are being brought under the same Assistant Under Secretary.

411. The schemes under the Colonial Development Corporation would more definitely be under the Economic Intelligence and Planning Department?—(Sir *Sidney Caine*.) I do not think that these schemes will be under any department of the Colonial Office, in that the undertaking of a scheme by the Development Corporation will not need the approval of the Colonial Office or the Secretary of State in

the same way that a Development and Welfare Scheme does.

412. But surely the development of economic concerns or industrial concerns in the colonies should come under the person who is responsible for the economic planning within the colony?—We can only work within the terms of the statute, and as contemplated the statute will leave the discretion with the Development Corporation to undertake projects without getting the specific approval of the Secretary of State for them. The Secretary of State will have the powers of direction which have already been referred to, but he obviously will not want to use those powers every day, and we have no doubt in practice that the Colonial Development Corporation will keep in very close touch with the Colonial Office about these things and that there will be agreement on the general priorities to be adopted.

Chairman.

413. To follow up what Mr. Willis asked you, the bottleneck in the case of most of these schemes will be materials?—Yes.

414. Is it the Ministry of Supply and the Board of Trade to whom you go?—Normally, yes. But for shipbuilding, for example, one has to go to the Admiralty, and so on.

415. Yes, but you do not contemplate a great battle between these departments with a very limited amount of supplies?—No. I think in determining what quantity of supplies can be made available for colonial development as a whole, that will be very much a job for our Economic Intelligence and Planning Department in consultation with the other departments which have been mentioned, and, of course, the Central Planning Staff.

416. To take a specific case, I had a letter the other day, also from Jamaica, where a very important scheme in connection with cement is being undertaken and the whole finance had been arranged for this scheme, and then suddenly the Treasury said, "The whole of the material has got to come from this country." Now we are struggling to get materials for our own requirements, so why, if a colony can make its own arrangements to get materials, should our Treasury say that the materials should come from here?—It is a question of dollar expenditure. The alternative sources of supply are in the United States or in Canada, and I do not think it is quite true to say that the Treasury suddenly intervened and said that the materials must come from this country; it is rather the case that under the ordinary exchange control rules, any imports from hard currency areas are not authorised to

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any colony unless it is clear that the goods in question are essential for some purpose and are not obtainable in this country. So that it was rather up to the promoters of this scheme to prove that the material was quite unobtainable here before they could get an import licence to import the materials from America.

417. As I understand it the Governor has pointed out in this case that the construction of schools, harbours and roads will be held up for a period of two and a half years, because that is the minimum period in which there is any possibility of getting this material?—I would not like to speak without fuller investigation of the exact details of this particular project, but I do not think it is quite the case to say that everything will be held up, because Jamaica is not without cement; it is importing cement, and it is able to get on with some of the work. It is not producing its own cement, of course.

418. But surely if the people in the colony wish to develop their own resources of a particular raw material which is basic for their own progress and they can make their own arrangements, that is reasonable?—Well, might I suggest that it is a matter here of deciding in the general interests of this country, Jamaica and in fact the whole sterling area, as dollar expenditure is involved, whether it is better to make available either the scarce materials from this country to set up a factory in Jamaica or, what is even more difficult, the dollars to pay for American machinery, or to go on supplying Jamaica with cement from this country, which is what is happening today. I do not think it is quite automatic that it is in the general interest to establish a cement factory in Jamaica. I might say that the Colonial Office has been concerned with that, and we have been trying to help Jamaica and we have been trying to get this factory for them; but it would be wrong to suggest that the case is all on their side; there is something to be said for the other side, that it would be better for us to go on supplying cement to them.

419. I think that all of us in this Committee feel that we must think about the condition of the people in the colonies, which seems to be a very important matter. I remember the trouble there was in Trinidad because we held up what they wanted to do and we gave them the excuse that we couldn't do everything they wanted to improve their conditions in Trinidad, and we had all that agitation. Now there is a great danger of a similar position arising in Jamaica, through frustration?—But there is the difficulty that all our information—and the latest information makes it even more the case—suggests that the local

production will be a good deal more expensive than importation of cement.

420. More expensive?—Yes, a good deal more expensive.

421. What about the shipping position?—I do not think there is any difficulty in the shipping position at the moment.

Sir Peter Macdonald.

422. Cement in Jamaica is very expensive?—Yes, it is a good deal more expensive.

Mr. Willis.] What makes it more expensive?

Sir Peter Macdonald.

423. I went into that matter (that was in 1945) when there was a scheme mooted for a cement factory in Kingston, Jamaica. I got plans from an engineering firm in England and those people were anxious to build that factory then. They said that they could do it out of money they had themselves and they maintained that they could produce cement in Jamaica at half the price they were paying for Portland cement at the time. That was seven years ago. The scheme is still under consideration. Of course, there was certain opposition from local merchants who imported cement, who did not want the factory on the spot, but that scheme has been on the stocks now, I know, since 1944, when I was out there?—There have been a great many schemes over the last ten or fifteen years.

Chairman.

424-8. I only quoted that as an example of the views of the Governor of the people who desired their colony to be developed and the Treasury coming along and saying "You cannot do it that way. You must get material from here." If that embargo is going to be put on, it is going to hold up many of these schemes?—(Sir Thomas Lloyd.) Regarding a possible clash between the interests of the people in the colony and policy as dictated from this end, it is only on such vital matters of imperial concern like dollar exchange control that there could, in normal times, be that clash of interest, or where there was some scheme in a colony which involved a demand on some form of supplies in this country which at this particular moment were in acute shortage. I would not like it to be thought that that clash of interest which can occur in those circumstances is at all frequent or could occur in normal circumstances.

429. In your report you pointed out that the difficulty in obtaining materials is holding up your schemes?—(Sir Sidney Caine.) Yes.

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430. Therefore, if you want your schemes to succeed, you want to get your essential basic materials from anywhere you can?—Yes, in normal times I should say “Yes. If we cannot supply them, go and buy them where you will—Canada, Australia or America,” but it is just that one overriding consideration which prevents us from doing that.

431. It is a most important problem at the moment, is it not?—Yes, most.

432. I suppose it is one of the most vital problems which you have to deal with now?—Yes, and it does not get any easier.

Mr. William Wells.

433. There were some rather elementary questions which I wanted to clear up. You have got, as I see, three kinds of development going on at present. When I say “going on at present,” I mean “which soon will be going on”: you have got the development under the 1945 Act, and you have got under the Overseas Resources Bill a large development Corporation and the Overseas Food Corporation. Is it contemplated that there will be a fairly clear distinction between the development under the 1945 Act on the one hand and the development under what, for the sake of argument, we will call the 1948 Act on the other hand?—Yes, certainly.

434. And the 1948 Act refers primarily to commercial investments; is that right?—(Sir Sidney Caine.) The 1948 Act deals with projects of a kind which are expected to pay their way. The Bill, in its present form, does provide that each of those Corporations shall, over a period of years, break even. That means that they cannot go in for things which are not going to produce revenue. The distinction is that the kind of things which will be financed under the 1945 Act will be general public services, like roads and harbours, health and education services, etc., which may be of the greatest indirect value and produce a great improvement in the economy of the country, which do not produce any direct revenue that you can bring into the account and produce in a balance sheet; whereas the 1948 Act will deal with things which are expected to produce direct revenue sufficient to offset the expenditure and pay reasonable capital charges on the capital sums involved.

435. The distinction between commercial investments and non-commercial investments?—Yes.

Mr. Norman Smith.

436. On the question of the participation of American private enterprise in British Colonial development, is not the solution really simply this, that you have a British

company very highly geared as between a thin United Kingdom equity holding and an American debenture holding?—I do not think that would get over the difficulty, because I am not sure whether we should get the American capital on that basis, and also because there is a considerable danger in that sort of structure from the balance of payments point of view. The difficulty is that if the enterprise in question fails, or if there is only a half success, we still get that heavy debenture charge to meet in dollars, whereas if the Americans are in on part of the risk of it, if the thing fails we have not that dollar commitment; we only have to pay them if, in fact, the scheme is earning its keep.

437. Your answer is that provided always there is no possibility of the thing failing, my suggestion is a very good one?—Yes, provided always there is no possibility of the thing failing.

Chairman.

438. Now may we pass on to the next point, about your Information Department? You say, in your document: The Information Department “is responsible for the supply of information about Britain to the Colonies; for the supply of information about the Colonies to the United Kingdom; and for the presentation of British Colonial policy to other countries.” The British Council is outside all that; it seems to be an extra thing. Then, on top of that, there is a body to which I should like to draw your attention, which comes in your Colonial List, and which is called the Imperial Institute. Now the Imperial Institute occupies several pages of the List, and there it appears to be doing a great many of the things which you are doing, but the Imperial Institute is apparently financed by its own investments and it does not get any grant at all. But it has got every conceivable thing, here, including information, and there is no link between all the work done by the Imperial Institute and your branches of the Colonial Office. Now what is the actual position, because it seems that it is rather a waste to have three organisations, your Information Department, the British Council and the Imperial Institute, all of them geared to the same sort of thing? I am rather wondering whether more use could not be made of the Imperial Institute or of their efforts, directly, or canalised with a possible saving in the Estimate?—(Sir Thomas Lloyd.) I think that that criticism could have been made a year or so ago with much more force than it could now, because the man who was brought in as the Director of Information Services about 8 or 9 months ago has set himself, particularly over the last six months, to co-ordinate his activities not only with those of the Imperial Institute but as regards lecturing and the

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spreading of knowledge side, with a great many other bodies in this country, which, similarly, have had very little co-ordination before. I do not mean officially publicly-financed institutions, but several of them are quite private bodies, like the Royal Empire Society, the Royal Africa Society, the Victoria League, and others, and he has got them all together, and he told me that the meetings have been very friendly and that they were very much nearer pooling their efforts and avoiding overlaps than had ever been the case before. The Imperial Institute were in on this with him and there were one or two organisations which were working with him in the same way.

439. Could the Imperial Institute, in your view, be made more use of, do you think? I mean, according to your own Colonial Office List, it appears that they get a considerable revenue by carrying out research work. Is there any clearing house, so that you do not do the same work in another research department, because here the cost is all paid for by firms and bodies and Colonies who wish that research to be made; but the strange thing about it is that there is no reference, as far as I can see, to any clearing house for that information?—(Sir Sidney Caine.) I think, with all respect to the Imperial Institute, that what is described as "research work" here is of rather a different character from the research work which is undertaken in our various research organisations. This is generally rather in the nature of a sort of commercial investigation work, rather than scientific research of a more elaborate character. The kind of work which they do is that somebody may find a particular mineral deposit of an unusual character, and he may want to have it analysed and want to have some advice on its commercial possibilities; or he may want information about the precise strength of some particular comparatively rare fibre, or something of that sort. That is the kind of work which the Imperial Institute is engaged upon, not the more elaborate work, into, say, plant breeding or the chemical possibilities of sugar or by-products, which is a particular piece of research work which has been undertaken under our auspices.

440. Yes, but supposing they do some work on a specific thing which is of commercial value?—That is well known to us.

441. You know what they are doing?—Yes, and we get regular and full records of all the inquiries of that kind that they have carried out.

442. And then any success they have had you can make known to all the other Colonies? You do not want it to be only of benefit to a particular individual or firm, but you want to make it of general

benefit. What is the machinery for doing that?—I think it is for us to pick it up on these reports that we receive from the Imperial Institute themselves, who publish a journal in which they record anything of particular interest that they have discovered.

443. But you are not going to try to bring it into this Information Centre?—In fact, the question of the future of the Imperial Institute, particularly of the plant and animal products section of it, which undertake this particular work, has recently been under review, and there are proposals for bringing all that very much more closely into relation with the Colonial Office work on those matters.

444. I see that they come under trustees and so on, but in fact there is a very small representation there. The strange thing is that the Secretary of State for the Colonies is not one of the trustees; everybody else is, except him?—No. This was Imperial, and it was really intended to cover the Dominions as well. (Sir Thomas Lloyd.) We have got two representatives however, on the Board of Governors.

445. Yes, but the thing is that it does seem, with your crowded conditions, and in view of the fact that they have got large conference rooms, that those conference rooms could be used. There are these great big conference rooms and halls all available, and they are not used at all, for any purpose?—(Sir Sidney Caine.) I think the buildings are still being used. For instance, our own Colonial Products Research Council is housed in those buildings and works in close contact with them.

446. So that you are satisfied on that matter?—I think all the places are being used.

Mr. Willis.

447. Sir Thomas Lloyd said that the criticism might have been more justified a few years ago, and that the Director of Information had taken very active steps to co-ordinate the various services. The question I want to ask on that is: as a result of the efforts of the Director of Information, was there a saving in staff either at the Colonial Office or anywhere else, or was any expenditure saved?—(Sir Thomas Lloyd.) I was talking there only of the lecturing activities which were mentioned in the Chairman's first question. We have not, ourselves, got any lecturing staff. Whether these other bodies have been able to save, I do not know.

448. But there was no saving so far as the Colonial Office was concerned?—No. We have never, ourselves, done lecturing. We have always been interested in it, of course, and supplied the Ministry with suggestions, but we have never, ourselves, borne the

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responsibility or carried out the lecturing. In consequence we could not ourselves save any staff.

Wing Commander *Hulbert*.

449. Is the Director of Information a professionally-trained man in Information matters, or is he an established civil servant put on to that particular job?—He is not a home civil servant but has very wide experience in the Colonies. We brought him in deliberately because he has got a very good administrative record, and we have under-pinned him with specially experienced journalists, and a man from the B.B.C. and we are at the moment trying to get a man with Press experience on the Public Relations side. Similarly, a man who did a lot of writing we have got as an editor of reports, but he is in no sense a specialist. The Director was deliberately picked without specialist knowledge, but as a good administrator.

450. Could you tell the Sub-Committee what his liaison is and how he works with the Colonies? Sir Ralph Glyn produced this very latest evening paper, and this statement regarding the number of people who died of starvation in Jamaica might be a reflection on that Colony if read in a certain way?—Yes.

451. In what way are the activities of the Director of Information directed to see that any activities in the Colonies are presented in the best possible way? How does he work in regard to Jamaica?—It depends very much on the set-up on the other side. Some Colonial Governments are keen on information and they go to a good deal of trouble and they put into the post the sort of man who will maintain quick and ready contacts with our men here. It varies very widely in the various Colonies. Some Information Officers send one or two telegrams a week to our man here, telling him what is going on. In another Colony there may be no interest at all in this question. I have been to Colonies and asked them myself and they say: "Oh, no, we do not mind, but we just could not pay the money for an information man." In East and West Africa we have now got Regional Information Offices which are partially financed from the United Kingdom Exchequer, in order to provide, largely, photographic and other material from those areas which our own information people can use over here.

452. My point is this, that if there had been good information work carried out in Jamaica, the man in Jamaica would not have written once a week; he would have got on to your man in London and he would have presented this story, probably, very much better than it is presented?—I do not think any set-up will prevent Press agencies putting reports through of that

kind, and there is nothing the Government can do to stop them; and personally I do not think they should try to stop them.

453. I see that on page 73 of the Estimates, the cost of the Regional Information Office in West Africa is £14,354, and that your total for publicity services in the Colonies is £140,586, which is a great deal of money. Then I see that there is a man called a "Fact-finder and Feature Writer," and he is established in East Africa and West Africa, and he receives £850 salary. What is done to check up on the Fact-finder and Feature Writer? Is it facts that he gets, or what is it?—His job is to provide facts and features and materials, mainly for use over on this side. Of course, of that total expenditure of £140,000 odd, you will notice that the bulk was spent in Palestine.

Mr. *Willis*.

454. From what you have said previously, I gather that you are contemplating increasing the number of your Information staff?—You mean in England?

455. Yes, in England?—Yes, we have got authority from the Treasury within the last few months to increase by about four or five in the Department as a whole. I should think the staff before that was roughly 18, and we have got it up to about 22 or 23 now, partly to allow for increased activities but largely, of course, to take the place of what we lost with the disappearance of the Ministry of Information, who had a good deal of staff in the Colonies.

Chairman.

456. But you have a C.O.I. instead?—But they have not got the staff there was at the Ministry of Information.

Mr. *Willis*.

457. You say that one of the new men is a Press man. With the present cost of newsprint, it seems rather anomalous?—I do not mean a man who writes articles for the Press, but a man with experience from the Press to take on the job as our Public Relations Officer.

Chairman.

458. On this question of the Central Office of Information, I see, on page 59 of the Estimate, that you are giving no less than £217,000 a year towards the Central Office of Information, and that is without everything else, apparently. We make out that you are spending between three-quarters of a million pounds and £1 million pounds on Information—£865,341—which seems a very large sum; and of course, with the paper shortage, these photographers and fact-finders would be very frustrated people, because they cannot appear any-

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where. Where do these things go? What is the medium? How do they get out?—I do not quite follow those figures.

459. We do not, either, to tell you the truth?—I do not quite follow how they are made up.

460. The figure is made up as follows. On page 61 of the Estimate the items relating to Information total £7,755; then on page 59, Central Office of Information, Class VII, £217,000; then on page 72 there is a Subhead for the British Council, £500,000?—Oh, I see, that was brought in.

461. Well, for what other purpose is that than for Information? Then, on page 73, Publicity Services in Colonial Territories, £140,586; so that the total is £865,341?—I would not call the British Council work Information work at all. It is educational and cultural work. A very, very, very small percentage of their half million pounds is spent on anything which can be called Information. Their job is to spread knowledge of the British way of life, and they do that by way of educational and cultural activities.

462. But the Sub-Committee feel that out of your total budget that figure is a very large sum, although you say that the British Council is in a separate category. We would like to know regarding the supervision of these things and what happens to them in these days of scarcity. It is rather interesting, and one would rather like to know whether you think that the British taxpayer is getting a good bargain for his money?—I do not know exactly what the answer to that is. Perhaps I could look that up again. Our expenditure on Information has been, first of all, the cost of our own Information Department, which is comparatively small—

463. Under Subhead C.9, "British Council," it says "Repayment of expenditure incurred by the Council in developing and promoting closer cultural relations between the United Kingdom and the Colonies, etc." That does not say, "promoting the culture of the Colonies"; it is "promoting cultural relations between us and the Colonies."?—Yes, but you promote cultural relations between this country and the Colonies in the way of what you do by way of promoting culture in the Colonies. We contribute this £500,000, but the staff which is employed is not ours. It does not come under our control. We have a say in any appointments made by the British Council for work in the Colonies, but we do not control their staff in detail.

464. But, after all, you are paid for this, and the question is whether you really feel that you are getting a good bargain. Are you getting really what you want?—

It is very difficult to answer that question generally. In one or two matters they have done extremely good work for us; for instance, their work in Aden and their work in Cyprus.

Chairman.] In Aden, which is not a very large place, you are already, in addition, spending £9,279 on Information matters there.

Mr. Norman Smith.

465. I would like to follow up Wing Commander Hulbert's question about the Director of Information Service's staff at his disposal here in London. As I understand from page 61 that staff consists of a Public Relations Officer and nine others. The Public Relations Officer is a Mr. Sabine. Is he a journalist?—Mr. Sabine has gone.

466. The Colonial Office List is out of date, is it?—Yes; that is 18 months ago. Mr. Sabine left us last April, and then the man whom I have mentioned, Mr. Blackburne, who has served in four or five Colonies, was brought in as Director of Information Services.

467. So there is no Public Relations Officer now?—Yes, the post for which I said quite recently we were trying to get somebody with Press experience.

468. But are not these individuals, referred to here? Have not they all Press experience? It says "Two Press Officers and three Journalists." What is the difference between a Press Officer and a Journalist? Lower down they say "Two Research Assistants (Press)," whose combined salaries are £600. They would not be very highly-qualified people, would they?—It sounds a very grandiose title.

469. But those two people are responsible for no less formidable a job than that which is described in paragraph 1 of your Organisation Chart, namely: "The supply of information about Britain to the Colonies; for the supply of information about the Colonies to the United Kingdom; and for the presentation of British Colonial policy to other countries." Those people have to do all that, do they?—They have one or two more now. There are about four now, in all. They are not responsible, of course, for the whole of the supply of information about the Colonies to the United Kingdom; they are responsible for getting Information Officers in the Colonies, where such people exist, to supply that information, and then they make use of it over here through the Central Information Office, and in other ways.

470. Where would the emphasis lie among these three objectives which are defined in this paragraph 1? Which is the most important of the three objectives,

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would you suppose?—Perhaps none of those, but the one which is mentioned in the separate note which has been put in, as “maintaining a steady flow of information between Britain and the Colonies.”

471. Both ways?—Yes.

472. I want to find out how these people work. For example, a very remote territory in the Falkland Island Dependencies became news when the Chilean and Argentine navies had respectively established missions there. Does that mean that these people start to tell the Press in London all about those territories and send out photographs?—No, I do not think they would. They would bring it out at their weekly press conference.

473. Who presides over that weekly press conference?—The Director of Information Services.

474. So it is for him to keep the others working?—Yes, he is in charge of the whole lot. He is not down in these Estimates, because the post was not created until May of last year.

475. Does he produce an annual statement of work which they have done, of the stories that they have sent to the Russian Press, perhaps, about British Colonial policy? It says: “For the presentation of British Colonial policy to other countries.” Do they supply such information to the Press in the United States and in Russia?—Certainly not Russia. We have now got a man in Washington. The first Colonial Attache we have ever had was appointed there six or eight months ago. He has certain responsibilities towards us and his job is to do what work he can in this direction. If we were going even to attempt to present our Colonial policy abroad on a large scale, we should want a great deal more staff than this organisation has at present.

476. Exactly. It seems to me that this staff is either ridiculously small, or completely superfluous. Would it be possible to provide this Sub-Committee with some examples of the work which they do? For example, do any of these officers write articles in Colonial papers?—No, but they provide the material from which such articles could be written.

477. And they would provide Fleet Street, if Fleet Street wanted such material?—Yes.

478. I would not like you to think that I wanted to get this Department abolished. In fact, I would like to get the Department extended and we would like to help you with that; but I would like to get some evidence of the work which these gentlemen achieve in furtherance of these three projects

which are defined in paragraph 1 of your document?—Have you seen the memorandum which we did put in?

479. Yes, I have read it?—But you want it in more detail, do you?

Mr. Norman Smith.] I should like some examples.

Chairman.

480. Is not it true that the C.O.I. are also responsible for doing just the same job?—Well, our people do not pretend to be able to do this in detail. If you look at the breakdown of that figure of £217,000, you will find that there is a good deal more staff employed by them on this sort of work, basing their activities on information supplied by our people. We are not, in that sense, executive, and this Department is not, in that sense, executive.

481. Then you will let us have a note on that, will you?—Yes.

Mr. Parkin.

482. A moment ago you said: “Certainly not Russia.” Why should Russia be left out? We have a paper called the “British Ally” which, surely, ought to have some information about our Colonial achievements?—Yes, but I do not know how acceptable that would be.

483. Acceptable to whom?—To the Russians.

Mr. Parkin.] They do not publish the periodical; it is the C.O.I.

Chairman.] Is it issued from Moscow?

Mr. Parkin.] No, there is an Office in London, of the “British Ally,” which collects material and sends it out there, and I should have thought that it would be a most important thing to get some information about our Colonial Development schemes in that publication.

Chairman.

484. I think so, but, as Mr. Norman Smith has told us, it is a vast job which you have given them?—Oh, it is.

Chairman.] And I should imagine they are rather lost in it.

Mr. Norman Smith.

485. Their job, among other things, is to supply information about the Colonies to the United Kingdom. Supposing that I wanted to allay the apprehensions of the housewife in my constituency about cooking fat, and supposing I decided to issue a really extremely well-produced broadsheet, could I go to these people and ask them:

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"I want some good pictures of the breaking up of the soil out there by these bulldozers that we have heard about," and would they supply me with particulars for my broadsheet?—I do not know whether they have that. They are certainly getting a more representative collection of pictures showing all kinds of activities in the Colonies. I will ask them whether they have got such photographs.

Mr. *Edward Davies*.

486. Sir Ralph Glyn referred to the expenditure of the British Council, which he thought was a considerable figure. Has there not been a stepping up of this expenditure over recent years?—In recent years? I should say taking the figure last year and a year or two ago, possibly there was an increase; but now they are being cut. I know that they have been ordered to make a certain percentage cut in their expenditure in the colonial field.

487. Was there some point of view from the Colonial Office which determined the expenditure or the work to be done by the British Council? Did you ask them to do certain types of work, and was it related to this Information Service?—We have a joint committee with the British Council to discuss their colonial side as opposed to their foreign side, and I believe that that committee, over which one of our Ministers presides, does discuss and agree on the major activities. I do not know that minor matters would be discussed there, but if the British Council want to undertake a new scheme of importance, it would be discussed by that committee. We have also a representative on their budget committee, so in that way also we have got more than a finger in the pie.

Mr. *Willis*.

488. What is the type of work which the British Council does in the colonies? I should have thought that probably this money might have been better spent by educating the people in the colonies to read and write, never mind about trying to teach them culture?—Well, they provide quite a lot of specialist scholarships; they provide library services, and in one or two places special types of schools. I think there is one in Aden Protectorate. What I have personally seen most of in the colonies has been the library services.

489. Surely it is more important for them to be able to read before you supply them with a library service, than it is that they should be supplied with a library service before the people can read?—On the other hand, if you have a reading community of a fair size, such as 30 or 40 per cent. of the population, and they have inadequate library services, surely it is a good thing for the British Council to help in that way.

490. But surely the section of the community which could read and write and appreciate books such as those which the library service would provide would, in the main, be the section of the community best able to pay for those services themselves?—I should think it is arguable, at any rate in the West Indies.

Sir *Peter Macdonald*.

491. Have you in the West Indies now got a Director, under the British Council?—I do not know whether they have now. The late one was Sir Harry Luke.

492. When I was out there it was Sir Harry Luke?—Yes. He has resigned from that and come home. Certainly the British Council still have their representatives in two or three of the principal territories, but whether they have a local overlord, such as Sir Harry Luke was, I do not know. I believe they have a man in Jamaica, a man in Trinidad, a man in British Guiana.

Mr. *Willis*.

493. In East Africa, for instance, where I should have thought that it would be exceptionally important to get the population to understand the significance of the groundnuts development schemes, which will undoubtedly play an important part in the lives of the people, who would be responsible for trying to get over the situation concerning these schemes, their importance, and that sort of thing?—It would be essentially the District Officers.

494. And none of these bodies would assist?—No.

495. Would not you assist in the provision of information, films, or anything like that?—I do not quite see what we could do. After all, you are trying to put it over to people who are living out in the bush, and the person from whom they are most likely to take that information is the local District Officer, and I do not think there has been any difficulty about that. In point of fact the British Council do not operate in East Africa at all.

Wing Commander *Hulbert*.

496. Are you quite satisfied that the Colonial Office has adequate representation on the British Council?—Oh, yes, we have got quite senior people on that body. One of the Deputy Under Secretaries is our principal representative on it.

497. You are not sort of squashed down?—Oh no, no.

498. The British Council do in the colonies a similar type of work to what they do in other countries? Where a school is necessary, they supply one?—Not quite from the point of view of the educational standard. If there is a British community in a foreign country where children are not

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properly and sufficiently catered for, I imagine it would be the job of the British Council to do something about that, but I do not think they would regard that as their duty or obligation in a colonial territory; they would expect the colonial government to do that themselves, and of course in some of our colonies the children do not stop out there until the school leaving age. It is only exceptionally that they do something in the way of providing British schools there.

499. Following on what Mr. Norman Smith said about your Press Officers, it is a fact, is it not, that normally a Press Officer is not a professional journalist? He is in the same position as a Press Attaché?—I think in fact that all these people have been professional journalists at one time or another.

Mr. Parkin.

500. If you have something to issue about the world, telling other countries through the British Council, with whom does the initiative lie? Does the British Council apply to you, or do you say "We have got some useful information which we would like to see published in Vienna"? With whom does the initiative lie?—May I make enquiries about that and give you the answer the next time we come here?

501. Yes. Does the Colonial Office supply the Ministry of Education with teaching material for the benefit of County Education Committees?—I cannot say whether we still do that or not, but we did during the 1944-45 period bring out quite a considerable issue of little booklets on colonial matters, specially designed for the schools. Whether that is continuing now or not I do not know.

Mr. Parkin.] County Councils now are making much more use of museums than they did in the past, which is surely the department for supplying teaching aids, and some of them still have to rely on missionaries' souvenirs and things like that; and I see that the Imperial Institute supplies surplus material. I should think the Colonial Office could supply teaching material in abundance.

Chairman.

502. Yes, travelling exhibitions and all that sort of thing. Sir Thomas, I think the Committee would like to know what sort of results you have achieved, which you can put before us, through your association with the British Council; I mean, what you have really achieved which has shown a return. Now, would you amplify one or two points which I think the Committee would like to know about. Regarding your Establishment Department, it appears that there are five departments concerned

with the staff at the present moment. I will not go into the details of that, but there are five, if you add them up. They come under an Assistant Secretary of State; they are not canalised under one of your principal Assistants, and one rather wonders why the recruiting should be in a separate section, because the whole of the appointment of staff overseas and here is a very specialised thing, and you do want to have people whom you can interchange between here and the colonies. That is the system which is going on?—Yes, they have more people working in the colonies than we have ever had.

503. If it would help you, it would certainly help us, to take advantage of the opportunity to put in a paper which would get a certain amount of publicity, as to the opportunities which there are for people of the right kind who are keen about colonial matters and who want to go into the Colonial Service, because I feel that you do not advertise your service quite enough in the schools and in the colleges?—I should disagree with you quite strongly there. I am quite sure of one thing, that we skimmed the cream of the recruiting market directly after the end of this war, largely because of the initiative of our Director of Recruitment. He got all his pamphlets out, and I have no doubt that the young men who were recruited in 1945 and 1946 are just about the best we have ever had.

504. But you are still short of recruits, you tell us?—I am short in the Colonial Office, which is a distinct service. I have not got the administrative men there to send overseas, because it has been our rule since 1925 that everybody coming into the Colonial Office is under a liability to do two years overseas service and to be posted abroad thereafter. They all ought to do it but we have not got the people to spare, and I do not see any hope of being able to get them within the next year.

505. Anyway, perhaps you could take advantage of the opportunity to put a paper in, because I think it is a very important thing to get it before the public, and not only them but before Parliament.* The other point is that in this list you have sent us today there is an International Relations Department, and it goes out of its way to say "Responsible for liaison with the French and the Belgian Colonial Ministries", and nothing is said, for instance, about the Portuguese, Dutch, and other Ministries.—That was published in October, 1947, and since October, 1947, we have made our first considerable contact with the Portuguese, and we had them over here for three days last month, and we had many serious talks with the Portuguese officials, and others. Everybody

* See Appendix I to the Report.

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took part in the discussions, from the Secretary of State downwards; and we are very pleased with the results of that.

506. But we might have had better results if we had had better contacts with all countries which have colonial possessions neighbouring our own, and I imagine that is the scheme?—Yes.

507. You also use the Foreign Service as well for that, and one wonders what your Foreign Service is doing with regard to Consuls and Consul-Generals in these neighbouring possessions. If you could give us a little more information on that matter, it would be helpful to us. Finally, the compartments into which the different colonies fall appear rather strange to me. I suppose it has grown up in that way. I suppose there is no intention of regrouping the colonies in any way?—We have one Department for West Africa; East Africa is another one; the West Indies is another one; the Far East is another one; then the Mediterranean is another one; the only really mixed one is Ceylon and the Pacific.

Chairman.] Then you put together a lot at the end, because they do not fall into any convenient grouping.

Sir Peter Macdonald.

508. Where is Mauritius?—That comes under Ceylon and the Pacific Department.

Chairman.

509. Where do the Falkland Islands come?—They come under the Mediterranean Department. Again, it depends on the amount of work which an Assistant Secretary can take on. The three Mediterranean Colonies do not give the Assistant Secretary quite enough work, so he is given the Falkland Islands in addition.

510. I think all of us are rather concerned about the prospects of the officers of your Service who have done all this very hard and strenuous work in Palestine. What are the definite arrangements which you are making for them, because I take it that you are planning to use them elsewhere?—We are planning to use as many of them as we can, but I think there are roughly 400—leaving out the police—of what are called ex-patriates, and I believe that 120 of them will probably be 50 or over. We hope to be able to offer the others another job somewhere else; but it may take a little time. I also hope that what we shall offer them will be either a job or certain terms which would include something over and above their earned pension as compensation, and they will be free agents to take a job elsewhere or to retire on the compensation terms. There will be some difficulty regarding the police, but the Home Office have been very helpful and have sent men round Palestine telling the police there about jobs in the police force and in prisons over here, for which they can become candidates, and there is some hope of being able to take some of them to Australia and Southern Rhodesia for the police forces there; but there will certainly be quite a large block of the police rank and file who will not be accommodated in any one of these ways. They will be mostly on short-service contracts of 2 or 3 years, and a great many of them will only have a short time to go. Some of them joined the Palestine Police in preference to doing military service over here. In some of these cases it will not be a very great hardship on them, but in others it will be.

Chairman.] We are very grateful to you, Sir Thomas Lloyd and Sir Sidney Caine, for the help you have given to us this afternoon.

The witnesses withdrew.

Adjourned till tomorrow.

WEDNESDAY, 4TH FEBRUARY, 1948

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Sir Peter Macdonald.
Mr. Parkin.

Mr. Norman Smith.
Mr. William Wells.
Mr. Yates.

Sir THOMAS LLOYD, K.C.M.G., Permanent Under Secretary of the Colonial Office, and Sir SIDNEY CAINE, K.C.M.G., a Deputy Under Secretary, recalled and further examined.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Chairman.

511. We are going to ask you now to follow up what you were saying yesterday. You gave us a diagram of how an application initiated by a Colony for assistance under the Colonial Development and Welfare Act is dealt with in the Colonial Office. We rather want to get that down in evidence, because it is only on this diagram at the moment.—(Sir Sidney Caine.) I think the general scheme as shown in the diagram deals with an application initiated in a Colony. Of course, not all applications originate in that way; schemes may be made in favour of institutions or they may be centrally-administered schemes, that is, schemes administered directly by the Secretary of State himself; but the majority of schemes do take the form of applications submitted by a Colonial Government. The procedure, as set out in the chart, is that a Colonial Government is responsible for submitting the original proposals in a comprehensive scheme to the Secretary of State. The scheme submitted by the Colonial Government is expected to set out the character of the work to be undertaken, the benefits expected to be obtained from it, estimates of the cost, the time to be covered by it, and in fact a full description of the project. On receipt of this in the Colonial Office, the ordinary procedure is for that application to be registered in the appropriate geographical department, although sometimes, if it is a thing which definitely falls within the sphere of one of the subject departments in the Office, it may start its official life in that subject department. The scheme is then examined in the department which is directly responsible for it, which is normally the geographical department, and is referred by that department to any other department of the Office which may have a special interest in it; normally, if it is an agricultural scheme, it may go to the Production Department for their comments, or if it originates in a Subject Department of the Office, it will automatically be referred to the geographical department dealing with the Colony concerned. The scheme will also be referred for general comment to the

Secretary of State's Adviser on the particular subject, if there is an Adviser on that subject. Normally, in 9 cases out of 10, there is an Adviser, or there may be one or two Advisers, who are mutually interested. Then there may need to be considerable interchange of views between these various parts of the Office in order to resolve differences of opinion or view about particular features of the scheme. When those have been more or less resolved, probably the next stage is the preparation of the formal submission of the scheme and at this stage, if not before, the file will be passed through the Accounts Department of the Office to make sure that there are no purely formal accounting matters in which it is at fault, and through the Finance Department, which is responsible for considering any general financial aspect of it and which is also responsible for the submission of the application in the first place to the Parliamentary Under Secretary of State in the Office, who is responsible for giving the Office's approval, that is the Secretary of State's approval, and after he has given his approval, the Finance Department passes the memorandum in its approved form to the Treasury, the concurrence of the Treasury being necessary under the statute before the Secretary of State makes a scheme. Treasury concurrence is normally obtained at a meeting which takes place weekly between representatives of the Finance Department and the Treasury and including, if necessary, representatives of other departments of the Office, who may be interested in particular schemes; and in the majority of cases the thing is approved there and then at a meeting. If there are special complications, it may be necessary to reserve the matter, and perhaps after further correspondence or further meetings, they settle the issues. When the Treasury concurrence has been given to the original or a modified proposal, the scheme is formally made in the name of the Secretary of State; it is given a number for accounting purposes, and it is formally recorded as a scheme, and the Governor of the Colony concerned is duly notified and that is then his authority to proceed with the carrying out of the scheme.

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That is the sort of skeleton of the procedure. In particular cases it may of course be necessary to consult other Departments of His Majesty's Government who may be involved in one way or another; and, of course, in cases of special importance it may be necessary to bring in the Secretary of State personally if there are peculiar difficulties or if the project is in itself of great importance, or to bring in other senior officials of the Departments, like Sir Thomas Lloyd, if again there are special points of difficulty or if the thing is of such importance that he should know about it. However, the basic skeleton is as I have described it to you.

512. Now you have got a new Under Secretary appointed *ad hoc* for this sort of scheme?—No, he will not deal only with the ordinary mechanism of these schemes. That is not his sole job. He will take over from one of the existing Assistant Under Secretaries the supervision of the Finance Department and, therefore, the supervision of the formal submission of these schemes. In so far as it is necessary for an officer of his status to come into the matter, it will go through him on its way to the Parliamentary Under Secretary, but in practice, with the smaller schemes, the Head of the Finance Department will normally submit the schemes direct to the Parliamentary Under Secretary.

513. Now from what you have told us a scheme goes through each of these Departments at a separate time?—Yes.

514. Is there any mechanism in the Office for having a round table conference with the representatives of each of these departments so that the schemes could be looked at generally with everybody present?—That is quite frequently done if the occasion arises where it is felt that that would be the best way of getting agreement. In the case of a complicated scheme it may be that a number of copies will be prepared and will be sent round to a number of interested parties and a meeting will be arranged to consider them; but it is not done as a normal matter of routine, because in a great many schemes it is simpler to pass the file round from one to the other, because in fact each individual concerned may have very little to say on it.

515. But he could equally have his say on it if you all met at one time. I am only thinking that a Colony, presumably, would like fairly rapid decisions on anything which it submitted, and if you could get the people to gather round a table, would not it be a quicker way of dealing with it?—I do not think it would be in practice. My own experience is that in arranging a meeting of that kind, you will get a decision, perhaps, after an hour's meeting, but in order to gather all those

people round the table you have had to wait a fortnight, because they have all got so many engagements. You have to arrange your meeting a considerable time ahead, and in the meantime each of them could have spent five minutes or ten minutes on looking at the file and dealing with it, without waiting for a meeting.

516. But conceivably, if you had a weekly meeting, at which representatives from each of these Departments you have mentioned would attend, more than one scheme could then be considered?—Yes, but, taking the figures which I instanced at the last meeting of this Sub-Committee, that some 30 schemes were dealt with in a period of three months, that works out at approximately seven schemes a week, and you can say that in any one week there are seven schemes going through the mill. In all probability those will concern seven different geographical departments; they will concern between them seven different advisers; and to get all those people round the table at the same time would be rather a waste of time. You would have to have seven different meetings, because there are seven different groupings of people required, according to the character of each scheme. It is not that there is any desire on our part to avoid meetings; in fact, it is a very common procedure to go by way of meetings, but in practice, holding things up for meetings of committees and so on is often conducive of delay and not of expedition.

517. Supposing the views of some of the Colonies were that they do feel that there is a possibility of improving the machinery at this time so as to hasten decisions, your reply would be that the present machinery cannot be improved, would it?—I would not say that the present machinery cannot be improved. It could be improved greatly, I think, if we had more staff in the Office, and particularly more staff at the administrative and technical level, but more staff at the manipulative level. If we had more typists and clerical staff we could get on a great deal faster. I can assure the Sub-Committee that one of the greatest causes of delay is the mere delay in getting the letter copied. If we have to consult another Department, I do not think I am exaggerating when I say that it can often take two or three weeks to get the letter copied.

518. That would account for a great deal of the delay. So one of the points you would like the Sub-Committee to consider is that if we are going to deal effectively with Colonial development, one of the most important things is to give you the manipulative staff?—I am sure that that is one of the most important things that we can have. Again, if you have got an administrative man, or a scientific adviser, and he

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has a number of these schemes to deal with, and he wants to write a little memo. on them, at present he cannot rely on getting a shorthand-typist to dictate to; he has to write it out in manuscript, and that takes time. Then it either has to stay in manuscript, in which case it takes a lot of time for other people to decipher his manuscript when it is passed to them, or there is a further delay in having it typed out.

519. That brings me to the point which was raised yesterday, that you are not of sufficient size to justify an Organisation and Methods Department of your own. I take it that you have made strong representations to the proper authority that you must have more subordinate staff in order to do your work?—(Sir Thomas Lloyd.) I have been asking for that extra staff for some time, because I do regard the underpinning of the administrative, scientific and advisory staff by not only more but better-trained clerical staff, and particularly more shorthand-writers and typists as our biggest mechanical problem today. I have said that I would rather have 30 typists than two or three more Assistant Secretaries.

520. You have got quite a lot of top hamper and not enough ballast. I take it that it would have your approval if we pressed this matter, because it does lead to delay in coming to decisions. We can take it that you are certain about that?—Yes.

521. Are there any Departments who have got a number of shorthand-typists who might be transferred to your Department, because they are in the big 7 or the big 12 and they do in fact get their demands met more easily than you?—I am not so sure about that, but I can say that I do carry my requests of this kind very high up.

522. Whom do you carry them to?—As far as I can go in the Civil Service.

523. To whom do they go, in fact?—I spoke to Sir Edward Bridges last week.

Sir Peter Macdonald.

524. Is not it due to the fact that they feel that they are not properly paid?—I am told that the principal snag is the 6-day week. The Government have twice within the last two years improved the pay of shorthand-writers, but how that compares with the pay at commercial levels I do not know. I was told they are reasonably comparable. It is the 6-day week.

525. You mean the 5½-day week?—Yes, the 5½-day week.

Chairman.

526. Have you enough mechanical contrivances to help you in your work?—We

do not use them a great deal on my side, though we have adding machines, I believe.

Mr. Norman Smith.

527. Have you any comptometers?—Yes, I believe so. We have gone into that fairly fully with our own staff on the Whitley Council, and the people who are interested in the matter assured me that they had as much as they wanted.

Mr. William Wells.

528. This problem is not limited to the Colonial Office, is it?—(Sir Sidney Caine.) I wonder whether it would be helpful to the Committee if I were just to run through a typical application and tell the Committee exactly what had happened to it in the Colonial Office?

Chairman.

529. Yes. Are you selecting any particular one?—I took the first one which I found on the desk of the head of the Finance Department which had just, as it were, recently gone through and had not yet left it finally.

Mr. H. D. Hughes.

530. Would you, in doing so, give the Committee the time-table?—Yes. This is a scheme for assistance in forestry development in Nyasaland. The assistance, as the scheme is finally approved, is for a free grant of £58,000 odd, so it is not a very large scheme, but nevertheless a scheme of some significance.

It began, as it were, a long time back. It is an example of what I was saying at the last meeting of this Committee, that the germ of a scheme may be a good time earlier than the formal submission of the scheme.

The first item on our file is a despatch from the Governor of Nyasaland dated the 23rd of August 1944, transmitting copies of an interim report of the Postwar Development Committee—a local committee—on Forestry, and this submitted certain general proposals regarding forestry. That was considered in the Colonial Office in consultation with our Forestry Adviser and it was held up for consultation with the chairman of this local committee, who came on leave some time in the winter of 1944-45, and the Secretary of State's despatch commenting on and approving generally of the proposals in this report was issued on the 26th March 1945. In that an indication was given that the Secretary of State would look favourably upon applications for assistance under the Colonial Welfare and Development Act. The matter then rested in Nyasaland for a considerable time. In the meantime, they

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were working out their overall programme at that time, their ten-year programme, which was approved last year, and they also had the benefit of local discussion on the spot with the Secretary of State's Forestry Adviser, who paid a visit to Nyasaland in the course of one of his periodical visits to East and Central Africa in November 1946. Following on that further local consideration and the fitting in of these forestry plans into their overall programme, the formal application for assistance was submitted in a despatch of the 23rd of September 1947, which arrived in the Colonial Office on the 1st of October 1947.

It was first considered by the East African Department of the Colonial Office, and in the light of the careful consideration which had already been given to this subject, it was very easy to see that the principle of the proposal was acceptable, so the East African Department proceeded immediately to the preparation of a formal memorandum on the scheme for submission to the Parliamentary Under-Secretary and the Treasury, and I see that the typing of that approved memorandum was completed on the 21st of October. I will not say that the whole of the intervening three weeks were taken up by the typing delay, but I suspect that part of it was. That then passed to the Forestry Adviser who put his "O.K." of approval on it, then to the Accounts Department and to the Finance Department. The Finance Department had one or two queries to raise about the precise salaries which were being paid, and verifying whether they were in line with the ordinary salary scales of the colony, and they had a point of principle raised as to whether that particular assistance ought to be in the form of a free grant or in the form of a loan, bearing in mind that the re-afforestation and other developments contemplated would be producers of revenue to the territory, and that it might therefore be proper that instead of receiving a free grant they should receive a loan, which would be repaid when they had begun to receive returns. After discussion it was agreed, so far as the Colonial Office was concerned, that it was a case in which the application could legitimately take the form of a free grant, and the memorandum went forward on that basis. It was agreed between the Departments, I see, by the 5th of November, and I am afraid that there was then a delay which I confess is the one sort of shameful delay which I observe on this file. It was then held up by the Assistant Under-Secretary of State concerned until the 8th of December. I think that he might excuse himself on the plea that (as we have recognised by now) he should be relieved of some of his work, and that he was being overworked during November he was much engaged with the

conference of African Governors which was then taking place. He submitted it on the 8th December and the Parliamentary Under Secretary approved it on the 9th December. Then the memorandum was copied for submission to the Treasury, and I observe again, due to usual copying delays, that it didn't get to one of the weekly meetings of the Treasury before the 2nd January. The Treasury considered it at this weekly meeting on the 2nd January, at which the Treasury themselves raised this same point of whether it ought to be assistance by a loan, and they were not fully convinced that it ought to be a free grant, so the discussion was adjourned until the next weekly meeting, at which the Finance Department brought in reinforcements and thereby persuaded the Treasury that it should be a free grant, and on the 9th January that was agreed. On the 13th January the Governor of Nyasaland was duly informed that the grant was approved, and he had authority to go ahead with the scheme.

Chairman.] Thank you very much.

Mr. Edward Davies.

531. As far as this one is concerned, there is not much delay, in my view, considering the complexity of the problem, except the remarkable gap of two years in starting the scheme off, which was due, I think you said, to fitting it into the ten-year programme?—I do not pretend to know exactly what was happening, but I do not imagine that they have lost a great deal as a result of that delay, because this scheme depends on the recruitment of a great deal of extra staff and I do not believe they would have got the staff anyway. We are having considerable difficulty in recruiting staff for scientific and technical posts, although recruitment on the administrative side is not so difficult, and I doubt whether they would have got the extra staff they wanted in that period, which covers part of the war period.

532. The Governor has been advised that the scheme has been approved. When does the scheme take shape?—He then proceeds to put as much of it in hand as he can. He will no doubt come back to us and say, "This provides for so many senior technical staff, and I can find two of these men from my own establishment but I must have the remainder recruited *ad hoc*", and he will come back to our Appointments Department and ask them to recruit the men for him. Then also it may provide for certain local constructional work, such as housing for this staff and other buildings, and he will no doubt instruct his Public Works Department to put that in hand. Then there is provision for the purchase of surveying equipment, for which he will now place orders, but the execution is his

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business, and we presume that he is now getting on with it.

Mr. Yates.

533. I would like to ask a question about staff. Do you make use of the dictaphone in your Department?—(Sir Thomas Lloyd.) Yes, quite a number of people use it. It is a matter of personal taste and choice. Some men get on with a dictaphone and others just do not get used to it. I think use of it makes people more long-winded.

534. Do not you find that it saves a lot of time?—It saves a lot of time for the typists, but I do find that the minutes which come up from men who use the dictaphone are considerably longer than minutes which come up from those who dictate their material to typists.

535. Do I understand that, as a result of the shortage of staff, there is very much overtime worked by the clerical staff?—There was up till a little time back, but I should think that there has been a falling off over the last 18 months.

536. Do the typists work overtime? I take it that there is a great shortage of them?—Yes. Once or twice we have called upon volunteers to come in on a Sunday, and they have done so.

Mr. Edward Davies.

537. What does Sir Thomas estimate that his shortage of mechanical staff is in terms of numbers?—I think that we are about 60 to 70 down on the typing grades as a whole from our establishment. I contented myself in our last approach to the Treasury by asking for only 50 or even 40 extra staff. I was looking very much to this extension on the economic side and the need to underpin those new people with typists, and at the same time I ask not so much for more clerks but rather better trained clerical officers.

Mr. Yates.

538. I want to know whether you have consistent overtime being worked, because that might lead to inefficiency. I take it that you do keep records of the amount of overtime which is worked?—Yes. I can get you figures by tomorrow of just what is done, but my pretty clear impression is that they are not doing so much overtime as they were doing 18 months ago, but we still do more than I really like to see.

Mr. H. D. Hughes.

539. This memorandum was typed on the 26th October. It then had to go to the Forestry Adviser, to the Accounts Department and to the Finance Department. Although in this particular case they do not seem to have taken a great deal of time over it, is it really necessary that they should all get the file one after an-

other? If you are typing this out, cannot you take a number of copies and let the various people involved have a copy each simultaneously?—(Sir Sidney Caine.) The difficulty of that is that each of them would have to pass on to each of the others a copy of the observations which he wanted to make, otherwise you might have the Accounts Department saying "OK, that is all right," but the Forestry Adviser introducing a variation which, from the Accounts Department's point of view, would be all wrong. So that you have the alternative of either circulating a lot of memoranda around to everybody, each one having endless permutations and combinations, or else each one in succession seeing what the one before has said. On the whole we do find that the second alternative is the preferable alternative in most cases. In some cases the other method is followed.

540. From experience which I have had in the past of putting things up to the Treasury, you do pretty well if you get an answer in one week about a query. Is that normal in approval of these plans?—I would not say it is invariable. On a simple case like this one we do get them through quite quickly. I think that this system of a weekly meeting with the Treasury does expedite things pretty considerably, and at that stage, of course, all the internal Colonial Office differences of opinion and divergencies of view have been reconciled and our representatives go to that meeting able to speak for the Colonial Office as a whole, and the Treasury is more single-minded anyway since one man is concerned normally, though on occasions there can be special aspects; but in the majority of cases we do find that they go through quite quickly. I would like to say that we have no complaints against the Treasury on this particular point of the speed with which they deal with Colonial Development and Welfare applications. And by that I do not mean to say that sometimes we do not complain about Treasury delays, but on this particular matter I think they treat us very well.

541. The other thing that interests me is this. On this particular case you do not in fact have to bring in any of the subject departments. I imagine that on quite a number of these economic planning projects you would have to bring in Supplies or Production and Marketing, and so on?—Yes.

542. At what stage would they come in, and how long would they require?—They would come in probably in this case at the stage either just before or just after reference to the Forestry Adviser.

543. And I take it quite often also you would have to bring in other Government Departments?—Yes.

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544. I am a little interested that on a timber project like this you do not have to bring in the Board of Trade and possibly the Ministry of Transport, in such cases where you need transport?—Well, this was a general scheme mainly for afforestation and for general improvement of the control of the forest areas in Nyasaland. It was not a particular scheme for the exploitation of any particular kind of timber. If we were considering a project for the extraction of mahogany or some particular sort of timber and marketing it outside the colony, then we should almost certainly consult the appropriate people in the Board of Trade, but in this case it was a general matter of forestry control and I think most of the projects will be considered locally.

545. In the stages prior to the formal application for assistance on the 23rd September, 1947, does the Colonial Office feel that it has any responsibility at all for urging the Governor who originally put up the scheme in 1944, to speed matters up? I am not thinking so much of this particular project, but you have got a period of three years which elapsed from the initial idea until something is done about it. For most of that period I suppose the ball is at the foot of the Colonial Governor, and you just leave it there, do you?—Not necessarily. In this case I think any pressure we exercised would be of a general character, in that we were pressing the Governor to submit his general programme of development, and that he did do. In some cases, certainly, we do press them more particularly for an *ad hoc* scheme. I might say, for instance, that we are at the moment pressing the Governor of North Borneo quite vigorously to submit a scheme which has been under consideration between us for certain rice developments there.

Mr. Norman Smith.

546. You have just referred to the Governor of North Borneo. Who originated the discussions about the rice development, this end or the Borneo end?—I would not like to say who put the first thing on paper, as it were. The idea has occurred, I know, to a number of people; it has certainly occurred to us in the Colonial Office; it occurred to the Rice Controller of the Ministry of Food; it occurred to certain members of the staff of the Governor General of Malaya, Mr. Malcolm Macdonald; and it occurred to the new Governor of North Borneo. I would not like to say, without reference to the papers, which of those people first put something on paper and said, "Shall we get moving?"

547. I find that answer singularly enlightening and indeed encouraging, because your first description of this process led me to wonder lest these schemes must

necessarily have their points of origin in the Colony and not in Whitehall?—That is not so.

548. So that we may hope and believe and trust that to the extent that this country's economic needs are at the moment clamant, the initiative can arise in Whitehall for making certain that colonial resources are not left undeveloped?—Yes, and there is a very big organisation for that purpose in the inter-departmental committee which has been appointed under the Colonial Office chairmanship, the Primary Products Committee, which has been engaged for the last 12 months in looking at products which are or could be grown in the Colonies one by one, to see if anything could be done about it, and they have already initiated quite a number of enquiries and have suggested the making of schemes under the Colonial Development and Welfare Act or the undertaking of projects by the new Corporation in several cases.

549. I think you said "looking at products which are or could be grown in the Colony"?—Yes.

550. May I not take it that these good people look first of all nearer home for some of the things they need?—They have been looking at some products which are in scarce supply at the moment and they said, "Could anything be done about increasing supplies in the Colonies?", and that committee includes representatives of the Ministry of Food, the Board of Trade and the Ministry of Supply, and other interested Departments.

551. May I now ask a question about the financial policy underlying these things? I think you said about the Nyasaland timber scheme that the aid might take the form of a gift or it might take the form of a loan?—Yes.

552. Who runs the firm in this case?—It is entirely a government activity.

553. Would the loan be on capital account? Supposing it had been a loan, would it be on capital account?—Yes. The point of making a loan in this case would be that the scheme is designed, as I say, to improve the forestry resources of Nyasaland. It is not a scheme for the exploitation of a particular kind of timber. It is simply a general improvement of the forestry resources by new afforestation and by increasing the control and protection of the existing forests. Therefore it does mean a definite advantage to the industrial resources of Nyasaland from which in due course the Nyasaland Government and people will derive a revenue and benefit.

554. Revenue from the sale of timber?—Yes, and from payments for forest rights and so on which they will receive from people who extract the timber. It could

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therefore be argued that it would be reasonable that the money should in due course, being a capital investment, be repaid, because Nyasaland will be that much better off and can afford to repay it. It is always a matter for consideration in a case of that sort as to whether it is over the line or not on the loan side. At present I think I would say that the policy which has been agreed more or less tacitly between the Colonial Office and the Treasury is to make free grants in the great majority of cases and only to give assistance in the form of loans when there is a very clear prospect of a revenue resulting directly from the scheme.

555. Would not the loan policy be an act of concealed deflation of the most extraordinary character? Supposing we were three shareholders in a private company doing that job and we, out of our own resources, put up capital: the private company would not proceed to add something to the price of these products sold on the market for the purpose of establishing an amortisation fund for the purpose of paying us all out. When you have what is a government enterprise of this character, would not a loan have the effect of increasing the price of the product in order to repay the capital?—Well, it might. I think it depends on the source from which the Nyasaland Government repays that loan. If, in order to repay the loan to His Majesty's Government, it were to do that out of a new public loan raised by itself on the value of its asset which has been created, it would not have that effect.

556. But that might be a possibility?—That might be a possibility. In fact I do not think that the danger you are thinking of arises very frequently, because the method of assistance by loan is only adopted in a small minority of cases.

557. I possibly misunderstood you when I understood you to say that the Colonial Office was envisaging the possibility and the rightness and indeed the expediency of allowing a loan to be repaid out of the sale of the timber concerned?—I would not rule out that possibility, particularly with the present demand for timber; it could be done out of the profits of the scheme without any difficulty at all.

Mr. Parkin.

558. Who is responsible, in the course of this chain of investigations, for looking out particularly for the danger that a scheme might extract more than it puts in, and who in particular in the same way is responsible for deciding whether a certain development scheme, however desirable it might be from our point of view, might upset the balance of economy in an area from a long term point of view?—Are you thinking of this particular type of scheme or something of that sort, or generally?

559. It crossed my mind when you were saying that the idea had occurred in Whitehall as well as elsewhere, that you might like to get more of a product from a certain colony. Is it the Governor's responsibility to react and to say "This is monstrous; it is against the interests of the territory," however much you may need the material at home?—I think it is the Governor's responsibility, but it is also the responsibility of several of the people concerned in the Colonial Office; in the particular case of a forestry scheme or of an agricultural scheme it is certainly a thing which is very much in the mind of the Forestry Adviser as to whether the rapid extraction of timber to meet the needs of the moment is going to ruin the forest, and that is certainly a thing which our Forestry Adviser and his predecessors have always had very much in mind. I know of many occasions on which they have said "No, you should not go quite so fast over the next year or two, because you are going to destroy the whole forest wealth of the territory for a generation if you do so"; and the same thing with regard to the agricultural side; he would be constantly looking to see that we are not, by taking off a series of quick crops, ruining the fertility of the land and extracting all the goodness from it and maybe laying it open to erosion and so destroying the agricultural potentiality of the area.

560. What about the balance of labour?—The balance of labour, I think, is very much a matter for the local government, but it is a thing which both the geographical department and, I think, the economic side of the Colonial Office are concerned with; both the Production and Finance Department from time to time will take that kind of point; and I should say that in future under our new organisation that would be a matter which I should expect our Economic and Intelligence and Planning Department to have a look at. I should expect them to keep a general eye on the labour balance in various territories.

Mr. H. D. Hughes.

561. May I follow up that last point of Mr. Parkin's? First of all, with regard to development schemes which arise in the colonies, and secondly schemes which may be initiated by somebody at this end; what machinery is there for taking local native opinion into consultation, and at what stage is such consultation taken?—If you take the ten-year programmes, all of those have been submitted to the local Legislative Council. They are normally submitted to the Legislative Councils, before, at any rate, formal submission to the Secretary of State for his approval. I think the usual procedure is that there is some informal consultation between the local government and the Colonial Office at an early stage. In fact, in the working out of these pro-

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grammes in the larger colonies, we have been constantly in touch with people responsible on the spot. In the larger colonies there has usually been a special Development Committee which has had charge of the preparation of these programmes and there have been unofficial representatives, normally people chosen from the local legislature, on those local committees. Then, when the scheme is worked out and more or less agreed both between the officials in the colony and in London, it is submitted to the Legislative Council and it is either blessed by them or modified and, in due course, does receive their blessing, and it is then submitted formally to the Secretary of State for his final approval. As regards individual schemes under the Colonial Development and Welfare Act, the expenditure under each of those appears in the ordinary Colonial Estimates of the colony concerned which are seen and approved of by the legislature. So that at any stage they can say, and from time to time they do say: "We do not think this scheme ought to go forward" or "It ought to be amended in this way or in that way." Of course, in the larger African colonies it might be argued that the Legislative Council do not quite go all the way in representing the view of the African peoples on the spot, who are not at present very well able to express their feelings through the machinery of elections and so on; but in those cases I think that we might rely on the District Officers, the Provincial Commissioners and so on, to consult the African tribal authorities on any scheme which particularly affects them and see that they understand it and that they are in agreement with it.

562. There has been, has not there, some criticism in the colonial press as to the fact that a number of these schemes have been delivered without taking local opinion into consultation sufficiently? Do you feel that there is any substance in that point?—I would not say that there is a great deal of substance in it. I think that the local opinion which is really interested in most of these schemes has had an adequate opportunity of expressing a view before approval has been given, and I only want to say this, that I have seen criticism of this nature (I will not mention any names) from individuals who were actually members of the Development Committees which were supposed to have approved these programmes. (Sir Thomas Lloyd.) It is laid down in the Secretary of State's circular despatches that local unofficials should be brought into consultation through special committees and in the few colonies which I have been to since that took place I have always found very wide evidence of an interest and of that interest being satisfied by the machinery which the Government has set up. The difficulty would be in Africa, but even there you must remember that by the end

of this year there will be unofficial members in seven out of the ten territories; and they are quite vocal. They might not be elected by the people but they can speak their minds and they do.

Chairman.

563. Might I ask you one question arising out of the points which members of the Sub-Committee have put to you. A lot of these schemes are considered rather in isolation, are not they, from a functional point of view? Have you any paper or diagram which you could prepare to show us the various colonies in their groupings and the number of schemes which have in fact in each of those colonies been approved during the last, shall we say, 22 years, or any convenient time you like, and the number of schemes which are at present under consideration?—(Sir Sidney Caine.) We can give you a list of the schemes which have been approved, quite easily.

564. Can you give us the schemes which are now under consideration?—That, I think, would cause us a good deal of difficulty in assembling them all.

565. Because each scheme comes up and this machinery takes place, but what the Committee would like to see is a general picture of the Colonial Empire and how far each colony has been catered for in regard to these schemes.—I am not sure whether you are thinking that perhaps some colonies are not getting their fair share of development that they should be.

566. I was wondering how they are developing, because it may show that there are some which are more alive to their development necessities and others which want a certain amount of urging.—Yes, I think there is something in that. I think that in general the job of seeing that all the colonies are sufficiently alive to their responsibilities in that respect is discharged by the geographical departments.

567. If you could give us a diagram, I should have thought it would assist your departments themselves as well as assisting us, so that you can see at a glance how many schemes you have under consideration and so on. Then, regarding this question of whether there should be a grant or a loan, is not it a general principle that if you have a percentage grant it does give an incentive and it does give efficiency?—It has advantages from that point of view of encouraging efficiency of operation, and in some cases we do adopt that method; but it has other disadvantages in that it does tend to lead to a great many accounting complications in the actual operation of the scheme.

568. Yes, but after all the thing is to make the machinery fit what is right, rather than to do what is right to fit the

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machinery?—But the trouble is that it does lead to certain accounting difficulties; it rather slows up the scheme. It means that as things change, when for instance they may want to vary the salaries of persons or something of that kind, it makes it much more difficult if the grant is on a percentage basis.

569. I am quite sure the thing is to give the people on the spot as much latitude as possible, coupled with efficiency. Then there is the question of chasing files. For instance, a file gets into an office and on the jacket of the file various people write their comments, and everybody sees what everybody else has written there, but very often the file gets to the bottom of a tray and there it stays. Have you any file-chasers in the Office?—We have not actually got any file-chasers who are specially allocated for that purpose, and I think there again it rather rests with the particular departments responsible for seeing that these schemes do get through.

570. I find it extremely effective if, after a certain number of days, someone goes round and says "What about that file?"; it is astounding how it speeds things up.—Of course, we have no central system of recording the transit of files from one person to another.

Chairman.] If you do not do that, files do get forgotten and delayed. Wherever this system has been tried I think it has been effective.

Mr. Edward Davies.

571. Sir Sidney Caine has been at some pains to tell the Sub-Committee how schemes are born, and he said that they may come from the particular area or they may come from the home Department. What is the machinery by which a firm, having a particular interest in a commodity, and wanting to develop it in a Colonial territory, can do so? For example, supposing Unilever were interested in the development of fats, would they come to the Colonial Office, the Colonial Secretary, or would they go to the Governor of the Colony; and is there a lot of development of that sort?—I do not think that one can generalise at all about that. In the first place, I think in no case would they need any formal approval from the Secretary of State to embark on a project of that kind, and in some cases they would not need even any formal approval from the Governor of the Colony, either. If the firm already owned or had a lease of a patch of land which hitherto had been doing nothing, and they decided that the time had now come to grow coconuts on it, or to grow sugar on it, they can go straight ahead and do it, in some cases.

572. But surely not without reference to what has already been done in that territory?—At present there is nothing to stop

a private individual or a firm, say in the West Indies, where most of the land is privately owned on ordinary freehold tenures, if he chooses to develop a hitherto undeveloped piece of his property and grow bananas on it, or grow sugar on it, or cocoa, or anything else; there is nothing to stop him.

573. What I was exercised about was this, that there should be some sort of co-ordination in the development, whether it is State-sponsored or whether the schemes are privately-sponsored schemes. Take, for instance, the present project in Tanganyika, which we have heard about. It seems to me that it would be necessary to know if there were a similar project being privately undertaken elsewhere in contiguous territory, and so on, and that would be a relevant matter for the Information Service?—I was going on to say that we do aim to get as much information as we can about what is happening, and in many cases, and I think, in the majority of developments of a substantial size, it would not be possible for a private concern to start up anything without the knowledge and consent of the local government, at any rate. I only instanced the other cases to point out that there is no universal control; but in the case of a substantial development of a new area on a plantation basis, anything which is analogous to the Groundnuts Development Scheme in East Africa, it would certainly not be possible without the approval of the Colonial Government. Similarly, if it were not an agricultural development but a mining development, the prospectors would have to get a concession from the Government, because in most cases, though not universally, the mineral rights are owned by the Crown, by the local government; but even there there are some cases in which perhaps a concession has been granted many years ago and has lain fallow and nothing has been done about it, and now it becomes profitable to develop it, and it may be possible to go ahead with that development without any prior consultation with the local authorities; or in one or two cases the mineral rights may be privately owned, as in some of the West Indian colonies and in Northern Rhodesia.

574. It seems to me very vital that in the development of these big schemes full knowledge should be made available?—Yes.

Mr. Edward Davies.] And increasingly these schemes are assuming an international complexion and are becoming the business of the Food and Agricultural Organisation, for example. At the moment we are known to be short of fats and we can go ahead with the development scheme, but one could envisage a number of countries all going ahead to the detriment of some of them, at least, at some future date. I want to ask you whether there is any kind of information which comes to us or

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whether there is any consultation with such a body as the Food and Agricultural Organisation?

Chairman.

575. I rather gathered that there is this international body which is really set up for that particular purpose?—(Sir Thomas Lloyd.) It is not quite for that purpose.

576. It could be used for that purpose?—Yes, but I have no doubt that that would be related merely to the production.

577. But you want to have the information, and the quickest way to find out what the Belgians are doing in the Congo is to have consultations with the Belgian delegate on the Food and Agricultural Organisation?—(Sir Sidney Caine.) I think we do get a good deal of information about private developments of this sort, inevitably, because even if government consent is not in theory required to develop a new sugar factory, say, in Jamaica, it is next to impossible for a big thing like that to be erected without Government assistance at some stage, for instance, in getting priority for a piece of machinery, or something of that kind; so that in practice all the big Colonial firms are pretty careful to let us know about projects of that kind which they have in mind, even though there is no necessity for formal approval, and we are quite frequently informed just as a matter of courtesy and in their own interests by concerns like Unilevers and United Africa. They have told us quite a lot about their plans in Africa or in the West Indies, and so on, so that we do get a good deal of that sort of information. I do want to emphasise, however, that there is at present no universal formal control which would make it impossible for a private concern to start a new enterprise without obtaining Government approval.

Mr. H. D. Hughes.

578. Does that mean that the Colonial Office has no general responsibility to see that in this type of private development there are safeguards for conservation of the resources of the area?—Yes, there are things of that kind, certainly. There are general regulations about exploitation of timber and possibly about methods of agricultural operations.

579. And who lays down what proportion of the profits of an undertaking can be taken out of the territory and what must be ploughed back?—There is no quite general regulation of that sort, but in fact the local government takes its whack in taxation.

Chairman.

580. I was going to ask you, now, Sir Thomas, if you could give us just a little explanation about this very important matter which we raised with the Ministry of Food with regard to surpluses. On page

78 of the Estimate there is an item: "West African Produce Control Board," and the "West African Cocoa Control (Disposal of Profits) (Grant in Aid)" is put down there at £1 million for the Gold Coast, £790,000 for Nigeria and £10,000 for Sierra Leone. Now it would appear from Sub-head C in regard to the West African Cocoa Control (Disposal of Profits) (Grant in Aid) that there is a sum of £1,800,000, which is those three added together, and in West Africa, apparently, they were able to make an annual profit from the sale of cocoa and a large sum was retained as a surplus by the government there, yet the taxpayer here had to pay a sum of £3,372,344 per annum for the development scheme in those Colonies. Well, a lot of those development schemes presumably help the cocoa industry, do they not or they should do, and if you look at page 81 of the Estimate you will see there the return of schemes under the Colonial Development and Welfare Acts, and the Development and Welfare Scheme amount to £7 million and Research Schemes amount to half a million pounds. There is not much detail given about the central schemes or the allocation to the individual Colonies. The main thing, however, is the West African Produce Control Board. Now what is the explanation of these figures on page 78, because there is a statutory obligation, is there not, that there shall be so much returned to the Colonies? It is rather the point which Mr. Hughes made just now about not taking too much way. Is that right?—(Sir Thomas Lloyd.) I do not think it is statutory.

581. Then why is it done?—(Sir Sidney Caine.) The situation regarding this is that since 1940 the whole of the West African cocoa crop has been marketed through a single organisation which has changed its name slightly from time to time, though the essence of the position has remained the same, and all the cocoa produced by the West African farmers in Nigeria and the Gold Coast has been purchased by this organisation at a price fixed for each season, and it has then been sold to the consuming countries at whatever was the appropriate price.

582. What do you mean by the "appropriate price"?—I will come on to how that price was fixed in a moment. It has then been sold to the consuming countries at whatever was the appropriate price at that particular time, and as a result of those operations the Board, which has been conducting the marketing, has received more for the cocoa than it has paid out to the producers. It has throughout been a firmly and repeatedly declared principle that such surpluses accruing should be held in trust not for the Governments of those territories or, indeed, for the inhabitants as a whole, but for the producers of the cocoa, who can very well

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argue, and have argued on occasions, that they have not received their full price for the cocoa. I think it was generally agreed that it would be undesirable that they should have received in cash the whole of the price realised for the cocoa, because that would immediately have led to a very substantial local inflation, owing to the absence of sufficient consumer goods on which they could spend their money. The prices at which the marketing authority has sold the cocoa have been determined at different stages in slightly different ways. Originally, the arrangement was that in substance the sales of cocoa to the Ministry of Food for consumption in this country were at the same price as was being currently paid to the cocoa producer, but the substantial quantities which were then being sold throughout and which had been sold to the United States and other consuming countries, were sold at the market price which was normally higher; and that resulted in a surplus in the hands of the Board. Well, the Board, of course, was only an agent of His Majesty's Government, and therefore that surplus was, for accounting purposes, the property of His Majesty's Government; it was money in the Exchequer; and it could only be made available to the cocoa producers in West Africa by voting money out of the Exchequer again, and that has been done from time to time. This is a further stage in that process. I said that originally the price at which cocoa was sold to the Ministry of Food was substantially the same as that which was paid to the West African producers, after, of course, adding on freight and other charges, but it became more and more difficult to maintain a situation in which the United Kingdom was getting its cocoa at less than the market price, cheaper than other countries, and therefore open to the accusation of exploiting its Colonies for its own benefit and of discriminating in its own favour as against other foreign countries. So that, after going through certain transitory stages which I need not trouble you with, the situation has now been established that the Ministry of Food pays the same price as currently prevails on the free market for cocoa; and the situation now is that, as from this season, the business of marketing the cocoa has been transferred from the West African Produce Control Board, which was an agency of His Majesty's Government, to local boards in Nigeria and the Gold Coast which are constituted by local ordinance and which are independent authorities not coming under His Majesty's Government, and any future surpluses from the marketing of cocoa will be directly the property of those boards. They will not pass through the Exchequer here at all, so that this necessity for voting surpluses out of the Exchequer into the hands of the local authorities will come to an end. I think there will have to be a

further Vote taken next year, but that will be the last so far as these cocoa surpluses are concerned. That arises simply from the fact that, although a high price has been realised for cocoa owing to the strong demand for it on the free market, and the necessity which has been recognised by the other Departments concerned that the United Kingdom itself must pay the same price as other countries pay, it has not been thought desirable, in the interests of the producers, to pay them that very high price in cash at once; it has been thought better to keep that money in hand primarily to act as a stabilisation fund with which to maintain prices in future, in the event of a slump. In the past the price of cocoa has been extremely liable to fluctuation and it was a great cause of complaint in West Africa before the war, and this method of accumulating surpluses in the good years, which may be paid out in bad years, is, in the belief of the Colonial Secretary, a very valuable method of introducing much greater economic stability in West Africa, and it all depends on our being able to accumulate these surpluses at the present time when the price of the cocoa is high.

583. It means that you are establishing an equalisation fund?—It means that we are establishing an equalisation fund. We are doing for these masses of people, these hundreds of thousands of small producers, the setting aside of a reserve fund, exactly what a big commercial undertaking would do for itself.

584. In the way of reserves?—In the way of reserves. A big commercial undertaking would do that.

585. I want to ask you this: in your Estimate the taxpayer here is paying out £3 million?—You mean in Colonial Development and Welfare?

586. Yes. Now, is any adjustment made, because that amount of money does, surely, assist in the general development of the Colony and, therefore, reflects itself in the way in which the cocoa is produced?—Yes, the cocoa surpluses are not the property of the inhabitants of the territory; they are held in trust for the producers of the cocoa, who are only a part of the whole population of those areas. It is true that the existence of this fund has a substantial influence on the general expectations as to the future prosperity of these territories, and I think it was taken into account maybe not fully, because we did not then realise just how high the price of cocoa was going, but it was taken into account in determining the allocation of funds to these particular territories. I think it is common knowledge that, in all these allocations of funds, we take into account the prospects of prosperity. (Sir Thomas Lloyd.) If there was any idea of re-adjusting the Gold Coast allocation from

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the Colonial Development and Welfare Fund because one particular section is benefiting financially from cocoa, there would be a great outcry. In addition, the money is not merely being used as a stabilisation fund. There are two other purposes to which moneys from it have been put. First of all, there is a considerable amount of research. I cannot give you the exact figure, but over £1 million has been voted from this to undertake research work into cocoa diseases; and also a very considerable sum is to be devoted to the University. The local Board which is in charge of it has agreed to set aside this money towards the endowment of a new University College on the Gold Coast. So that it is serving more than an equalisation purpose.

587. The important point, I think, is that one wants to give an assurance to all the native growers that in this matter a fair price is obtained for their produce. There was a case about goat skins, where the people were complaining bitterly that they were being exploited, because they were not allowed to get the world price for their goat skins, and there was considerable trouble, and inevitably it ended in there being fewer goat skins. If you are going to have a scarcity of cocoa through this cocoa disease, and the development in other countries is going to increase, the task of the Ministry of Food in providing cocoa for this country is going to be exceptionally difficult, and the tendency will be, as scarcity arises, for the price to go rocketing higher and higher. (Sir Sidney Caine.) We do hope that the fact that we are able to assure the cocoa producers in West Africa that they need not fear the same kind of slump as occurred in the 1930's, will encourage them to plant more cocoa. Although, admittedly, it takes a good many years for the cocoa to come into bearing, still, that will mean a greater production coming on to the market.

588. Of course, this is not the only cause?—No, there are several others.

589. And I think it is a matter of which, perhaps, people would like an explanation, because on the face of it it is not perfectly clear just how that surplus is used and at whose discretion it is used. Also, there is the fact that it does cost the British taxpayer this money for general development purposes, and we would like to know how far the benefits from that are taken into account?—(Sir Thomas Lloyd.) I think this was fully explained to the House on an Adjournment Debate.

590. I think it might not be a bad plan for us to have a little note which we can attach to this formal report, because it would then be a permanent record. I think it might be helpful if Parliament were to appreciate the purpose for which it is done?—Yes.

Mr. H. D. Hughes.

591. I suppose the operation of these local schemes is subject to taxation?—(Sir Sidney Caine.) Oh no. After all, it is very much in the position of a co-operative undertaking, and it would be hardly right to tax these profits which are really the property of a very large number of small people who are really not liable to taxation.

Mr. Norman Smith.

592. Is not it possible that the West African Produce Control Board could not go on charging a differential price because of the non-discrimination clause accompanying the American Loan in 1945?—I do not think that was the only factor. Even before then we were in great difficulties about any discrimination. I think, quite apart from that particular provision, it would have been impossible to permit a situation in which the United Kingdom was helping itself to supplies from its own Colonies at a lower price than it was charging to other people.

593. So that all our hopes of Colonial development may well be scuppered by the efforts of the Americans to participate in all the benefits?—But we shall earn a lot of dollars. You must remember that, as a result of the high price of cocoa, the West African cocoa producers today are the second largest earners of dollars in the Empire, apart from the gold producers.

594. May we hope that this country will be able to supply them with consumer goods and be paid for them in dollars?—I hope this country can supply them with all the consumer goods they require.

595. And be paid in dollars?—The dollars earned by West Africa are passed into the sterling area pool in any case. They do not keep them.

Chairman.

596. There is just one last matter I would like to ask you about, and that is the question of defence. I would like just a very simple statement on that. In your Blue Book which is called "Colonial Empire, 1939-1947", it is stated that the Colonial Office are responsible for the defence of the Colonial Empire. Is there any modification or change in that, because in the diagram which you have given us there is no single Department in the Colonial Office, as far as I can see, which is exercising itself on matters of defence. Is there one in the time-table?—(Sir Thomas Lloyd.) Yes. It is about half of the duties of the Department called "The General Department".

597. But I should have thought that it was a large enough subject to be dealt with separately. In all these schemes with manpower, education and everything else, surely it is worth while considering a scheme which would help people in their education and so on if and when they were called

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up, if they got technical training in some branch of the Service which would equip them with the knowledge to be efficient and trained in mechanical ways for these development schemes?—Yes, and of course a very considerable number, both of East African and West African men who acquired technical knowledge and skill in trade during the war are today very useful in those territories. But a percentage of them, particularly in the Gold Coast, insisted on going back to their farms; of the others, quite a considerable number have had their education carried a stage further by special schools which have been set up for that purpose by the Government, and while nobody would for one moment pretend that we are more than a fraction of the way towards the total number which is wanted, nevertheless that varied war-time knowledge and experience has not been lost.

598. It is a nucleus?—Yes, and I hope, too, that it will go on for other people coming out of the Forces in future, because both in East Africa and in West Africa the Forces maintained there cannot be just the plain infantry forces they were before the war; they will now have mechanised units.

599. Quite.—Therefore, quite a number of Africans will go on getting this training through military sources, and we hope that they will carry on afterwards in the Government technical schools.

600. Of course, since the date of this report, you have now got the Ministry of Defence, and the Ministry of Defence, by its constitution, is responsible for the defence of the United Kingdom and, presumably, the British Colonies?—Yes. I am afraid there must have been something in that report of ours which must have been a little bit misleading, if it says that the Colonial Office are responsible for the defence of the Colonies. We were never, in the full sense of the term, responsible for it.

601. That is why I raised it, because I think it is very important that the responsibility should clearly be stated as the responsibility of one Department or the other.—I think what it probably meant was this, that before this last war both the West African Volunteer Force and the King's African Rifles were a Colonial Office responsibility, in the sense that we had staff officers attached to us and we more or less ran them. Then the War Office took them over at an early stage during the war and they still have the responsibility, and we hope that they will go on keeping it and that the Colonial Governments in East and West Africa will merely make contributions towards the cost of those two forces. At the moment the War Office are merely retaining them. Similarly, Air Ministry are responsible for the Aden Protectorate Levy and the Royal Air Force Regiment in Malaya. The Colonial Governments, by and large, are responsible only for their volunteer forces and their naval reserves.

602. As you know, the Royal Air Force have got a very good scheme, whereby they send the young men who belong to the Royal Air Force Volunteer Reserve back again from the West Indies where they do training with the British squadron here, and it gives them a chance of a certain amount of education here, and it is very much welcomed here. I do not think it would be wise to publish that in the report, but a note on the actual position with regard to defence in these Colonies would be very helpful to the Committee.—The Royal Air Force still take coloured people, quite freely in the ground staff.

603. It is very much welcomed by the coloured people, and it is conceivably a thing which might be of great assistance in building up the education of these people.—We will give you just a note as to the forces and who have the responsibility for them.

Chairman.] Yes. Thank you very much.

The witnesses withdrew.

Adjourned till Wednesday next.

WEDNESDAY, 11TH FEBRUARY, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.
Mr. Kirby.
Sir Peter Macdonald.

Mr. Parkin.
Mr. Norman Smith.
Mr. Willis.
Mr. Yates.

SIR FRANK STOCKDALE, G.C.M.G. C.B.E., Vice-Chairman of the Colonial Development Corporation, called in and examined.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Chairman.

604. Sir Frank Stockdale, for the purposes of the record will you please state your present position and the offices which you at present hold?—At the moment I am a member of the Colonial Development Corporation, but that was only from the 1st February of this year. Before that, I have been, since I came back from the West Indies, Adviser on Development Planning at the Colonial Office.

605. When was that?—April of 1945.

606. So you have been at the Colonial Office since April, 1945?—Yes.

607. And you have been engaged entirely with this question of development?—Yes.

608. Will you tell the Committee, briefly, the previous positions which you have held in the Colonial Service?—Yes. I started my career in the West Indies as Mycologist and Lecturer on Agriculture Science for the Imperial Department of Agriculture. Then I was appointed Deputy Director of Agriculture for British Guiana. From there I went as Director of Agriculture to Mauritius, and from there as Director of Agriculture, to Ceylon. From Ceylon, I was invited by the then Secretary of State to come to the Colonial Office as Agricultural Adviser. I was Agricultural Adviser in the Colonial Office until 1940, when I was sent to the West Indies as Comptroller for Development and Welfare in the West Indies, returning in 1945 to the Colonial Office as Adviser on Development Planning.

609. And from that date until the 1st February you were on the establishment of the Colonial Office?—Yes.

610. Now you are still on the establishment of the Colonial Office, but you are also a member of the Corporation?—No, Sir. I have transferred over as from the 1st February as one of the full-time members of the Colonial Development Corporation.

Sir Peter Macdonald.

611. Is not it true that you are now full-time Vice-Chairman of the Colonial Development Corporation?—I am now full-time Vice-Chairman of the Colonial Development Corporation.

Chairman.

612. The purpose of this Sub-Committee of Estimates is to go generally into matters of development and the system by which development is carried out, and to try and seek help from witnesses as to how the existing system can in any way be improved, as a matter of time, simplification and so on, because we have the idea that possibly the machinery has not kept pace with modern development in communication and that sort of thing. We would like to know whether you can suggest, from your tremendous experience, what might be done to assist matters, and possibly whether the organisation of the Office itself will come into that. Then, on the question of posting people from one Colony to another, where you find that a man who has become settled down in one Colony and has done good work in that Colony, when the time comes, is suddenly switched away and goes to another part of the world, which may be all right for him from the promotion point of view, as he may suffer financially if he misses the opportunity, could you say whether you think the interest of the Colony are always served by picking the man who, on promotion, has to go elsewhere?—Shall I deal with the question of development first?

613. Yes?—You have all seen the White Paper, No. 127, on Colonial Development, which was issued last year, setting out the schemes and the plans and so forth. When I came back in 1945, the first thing that I had to do was to consider how this allocation of £120 million should be split up, and how far we should invite Colonial Governments to submit plans under their allocations. It took the first few months

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going round the Office to see what commitments had already been entered into, if any, and finding out from the geographical and other Departments what views they had as to the kind of moneys that their Colonies, or the Colonies with whom they were working, would require, and what correspondence had gone on with the Colonial Territories. As a result of all that, and consideration in the Office, we had ready for the consideration of the Secretary of State (it was then Lord Hall) proposals for the allocation, and those are set out in detail in the White Paper. Roughly, you have three headings: one for Research, which the Bill specially mentions, and which is a continuing grant; the second was for centrally-administered schemes, in which the Colonial Office had taken the initiative and were directly interested, including, if I may quote from this White Paper, higher education and universities in various parts of the Colonies, training for the Colonial Service, wireless and meteorological services, and other central schemes. For that total they allocated £23½ million, the minimum that we thought those schemes could be got going on. Then the rest was allocated to the Colonial Territories, and we took into account the populations, the general financial position of the territory and so forth, and we allocated them sums which we wanted them to feel was the minimum that they would secure. We took the precaution, also, of keeping back £11 million as a general reserve for supplementary applications. A circular despatch was then sent to the Colonial Governors, setting out these allocations and explaining them, and asking them to submit plans of development along the lines suggested in that despatch, taking into account what moneys they would be getting from the United Kingdom Treasury. Those plans have been proceeding, and up to date we have completed all the African Territories, with the exception of the Gold Coast; we have had a plan in from the Gold Coast, but we have had no details yet because the Governor wanted to discuss them with local authorities and so forth; but with that exception all the African schemes are completed, as in the case, also, of a certain number of smaller Territories, like Mauritius, the Falklands, St. Helena and so forth. The sections where we have not made as rapid progress as we could have hoped for are: one, in the West Indies, because again, there was a lot of local discussion necessary in order to get the local people's approval of the plan within the moneys that they had available; and the other areas are Malaya and the Pacific, where there was very considerable war damage, and reconstruction naturally had to take precedence over development plans, but that does not mean that they have not allowed their schemes to go through which were certain to come into any development plan. For instance, in

Malaya, they have schemes for rice development and things of that kind, and in the West Indies we allowed them to go on with their schemes, which were certain to come into any development plans.

I would like to mention that, in addition to the money made available from the United Kingdom Exchequer, we indicated that it was the desire of the Secretary of State to bring into their development planning any moneys which they could set aside for development out of their revenue and surplus balances, and also any moneys that could be got on loan. Of the actual plans which have been approved up to date—I am talking now only of the Territorial plans—which involve an expenditure of £178 million, £58 million of that is money from the United Kingdom Exchequer, and the balance, namely, £120 million, will come from local resources and from loans which will be raised by the Colonial Territories either locally or on the London market. So that one finds that up to date it actually means that for every £1 of United Kingdom money there is £2 being put in from local resources or from loaned moneys. That sets out the position as at the present time. I have only given you round figures, not detailed figures. That was got started, and in this connection the Economic Council, which the Secretary of State set up, was of considerable value, because it enabled us to get other opinions in connection with these plans and to get them running regularly through that Council. Here I would say, also, that it has been our endeavour to get balanced schemes of development, that is to say, not all lopsided. We have found, in the early plans which came forward that there was rather a tendency to stress what we call the social or welfare side of their proposals, including education, etc., rather than the economic side. We have endeavoured to keep a balance in that connection, and up to date, as the figures are running, about 50 per cent of the proposed expenditure will be on the economic side, for the extension of their agricultural services, for soil conservation, for forestry, etc., and about 50 per cent is classified as under the social services:—mainly Health, Education, etc., and social welfare.

So that we see that we have got, not by design, but in actual practice, an even balance as between expenditure on economic services and expenditure on social services. With regard to the central schemes, all of those are moving ahead. We have had to put in another £1½ million for the higher education, which we have taken from the balance under that subhead, making a total of £6 million for higher education as against £4½ million as shown in the White Paper. There have been a few other transfers, but I do not think they are of sufficient importance to mention on this occasion. Then, when we have got the plans agreed, the Governments are informed and they then

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[Continued.]

start submitting their individual schemes on which we have to work with the Treasury—a scheme for water development here, or road development there, or an increase of agricultural services there and so on. Those are all made as individual schemes, and, if I may weary you with figures again, our commitments up to date for Colonial Development and Welfare money is £37½ million on the development side and £3½ million for research. Those are the commitments. Actual expenditure up to date, as you will see in the White Paper here, was £3,359,000, and the Estimates for this year, I think, will be about £3½ million for development and about £300,000 for research. Those are the actual figures at the present time. Looking at the position in the last year or so, I have formed the conclusion—and I think others in the Colonial Office have, too—that these schemes were not moving fast enough. With expenditure only on that basis, we shall be left at the end of the ten year period, unless something happens, with considerable moneys unspent. The basic reasons for that are (1) shortage of manpower and (2) shortage of materials, particularly steel, capital equipment, and so forth; and the Colonial Office at the present time are going into that in great detail. They have a working party which is considering what steps can be taken to see that colonial territories are coming into the central planning here in regard to iron and steel for equipment purposes, and so on. There is no doubt, in my opinion, that there is much to be done in that field, and I think that the steps which the Colonial Office are taking to strengthen their Economic Department, and to co-ordinate it with the planning in this country, should help materially in stepping up the tempo of the development of these schemes, or the expenditure under these schemes. Regarding manpower, the position has improved to some extent, but there is still a shortage of technicians and technical officers, and some of those shortages are likely to remain for another year or two, particularly in the professional field, geologists, for instance, of which we want a lot more. We cannot expect to get them for another couple of years, when the college men and the university men come out, and so on. Then in medicine there is a shortage, and not only is there a shortage but I think I am right in saying that the Appointments Department are finding that medical officers are rather reluctant to accept Colonial service at the salaries which are now being offered. That, I know, is being looked into. The other point which has been under discussion—and I think there are likely to be arrangements made to meet it—is this. One has felt that in this development work one wanted a closer liaison with the development going on in the Colonies. We have discussed in the Colonial Office the question of development officers attached to the Colonial Office who could go out to any particular terri-

tory and see what these difficulties, if any, were, and who could see in what direction the work could be hastened and facilitated. There are definite objections to that. We do not want development officers to be looked upon as inspectors or anything of that kind, but at the same time I do feel that if the members of the Development Department of the Colonial Office got the opportunity of going out—supposing, say, that things were not going forward quickly enough in one particular territory—and liaising with the local authorities to see how any difficulties that they had could be done away with, I think that would be an advance definitely in the right direction. I know that there have been complaints from the colonial territories about the length of time that it takes to get plans approved and so forth. I have been guilty of that myself when I was Comptroller of Development and Welfare in the West Indies, but when one sees the way in which these do go through the Office, I do not think that we can do much in speeding that up, and I find that even when you get your scheme approved there is equal delay in getting it put into operation at the other end. Those are the issues from the outside and from the inside. By the time when I first came back from the West Indies on leave—I came back in 1942—the time that a scheme took from the time it left the West Indies until the time it was able to get approval was something in the order of four to six months—but it varied—unless one pressed the urgency of it. Then that was speeded up, and it became something like two to three months. Now we vary; it depends entirely upon the type of scheme and upon, if I may say so, the skill used in its preparation at the colonial end. Both of our Secretaries of State have stressed that these schemes must be looked upon as the colonies' own schemes, that the colonial people's opinion must be taken into full account in connection with them, and that they must be made to feel that they are their schemes. Consequently, the present system that we have of the territory sending the scheme here and then our having to discuss it with the Treasury and so forth does mean a little delay because the colonial person responsible for drafting the scheme at the beginning is not familiar all the time with the changes of opinion here or the changes of habit of the Treasury and so forth. Consequently, I think that these liaison officers could take back to the colonies something of the inside knowledge of the working of the machinery here and the general attitude of the Treasury towards these schemes; I think that would be a very material help.

That, I think, deals mainly with your question on the development side.

With regard to posting, this is of course a matter which is not within my official

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ken at all, but I can give you the benefit of my personal experience in regard to that. I agree, to a fair measure, with your suggestion that this frequent change may be detrimental to the territory in which the officer is working, particularly if he is doing good work; but it has to be made under present circumstances because of the interests of the individual in respect of salary, pension and so forth. At the same time there are advantages in the technical field of which I can speak with some experience. One gains one's experience by moving around. Personally I would favour a fair amount of movement in the early stages of a man's career in order that he can cover a fairly wide field and gain experience in various colonial territories, because he will be learning all the time. When a man gets to a certain seniority and then is doing extremely good work in a particular post, I would be inclined to leave him there for a period. *(The shorthand writer was directed not to record a part of the evidence.)*

I have spoken of the technical services, but that does not apply so much with the administrative services, because one of the first things they must do is to acquire the language, and when you get men proficient in one particular native language you cannot very well move them around. That is the other side of the picture. I am sure it would be an advantage to him to get a wider experience, but they will miss his great value from the fact that he knows the language. Consequently, in the administrative services, I think you may have to think of moving people more towards the end of their career than in the case of the technical officers. It is equally important, of course, that the technical officer should know his languages, which many of them do, but at the same time he is really tied to his profession rather than to his language. Those are my personal views on that issue.

614. The Sub-Committee are extremely grateful to you, Sir Frank, for your very comprehensive and admirable exposition. May I take up two or three points in regard to what you have just told us. Regarding this question of these development officers going to the colonies in order to do the liaison work, could you make it clear whether you suggest that under the new set-up the officers should go out from the Colonial Development Corporation, or would you suggest that they should go from the Colonial Office?—I was thinking only in terms of the Colonial Office and the Colonial Development and Welfare Act.

615. So, by what you have said, you would not prevent the Colonial Development Corporation perpetually sending people out, because I take it they would be?—I have not touched on the Colonial Development Corporation. I have been

dealing solely with the existing machinery in connection with development and welfare under the Act of 1945.

616. But perhaps you could give us your views on the Colonial Development Corporation set-up and how it would fit in with the Colonial Office?—This, of course, is subject to the views of my Chairman and also to the views of the members of the Board.

617. Yes?—As I see it, the Colonial Development Corporation will deal only with productive schemes, which you might say are commercial schemes; in other words, they will be mainly on the economic side, on the production side. Before a number of those schemes can get going, it will be necessary to have some overall surveys, and one of the issues which they will have to consider at the beginning—and they have had tentative talks with the Chairman on it—is to decide whether these over-all reconnaissance surveys shall be the duty of the Colonial Office until they get to the project stage, and then when the project comes to the Colonial Development Corporation it will have to make a detailed examination and satisfy itself that it is a project which is likely to be of developmental value to the territory, and that it will link in with the over-all picture, and also that it is likely to break even, which is the statutory obligation of the Corporation; in other words, whether it is going to be a profitable thing or not. That is where I see the Corporation coming in. I also think—and I know this is what Lord Trefgarne is examining in the West Indies—that the Corporation will have to have either subsidiary companies or corporations in the regions in which it is operating—one in the West Indies, or two or three, as the case may be; East Africa, Malaya and so forth—or it will have to have agents. That is as I see the picture, but that has not been discussed as a question of policy with the Board, and therefore in whatever I have said I am only expressing my own views, though I have had an opportunity of talking it over with the Chairman, who is at present in the West Indies. We also have another member of the Board who has, for his own business, gone out to Australia, and he is stopping off at Singapore for discussions with the Governor of the Malayan Union, the Governor of Sarawak and the Governor of Borneo, to get their reaction to proposals similar to what I have outlined here. Then we have another member who at the present time is in Rhodesia, and he is taking the opportunity to see the Governor of Northern Rhodesia and of Nyasaland, to discover what would be the best set-up in connection with the central African territories.

618. The purpose in asking you that question was that after what you said about the Colonial Office and the functions

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of the Colonial Office, one did want to know whether there would be any collision or difference because the colony would be rather confused if the Colonial Development Corporation were adopting a line which would have to be the same as the Colonial Office. I take it you are satisfied that that would not occur?—I am. I do not see that there should be any clash or overlap. In any case, we are obliged by the Statute to take into full account the wishes of the colonial territories in every way.

619. I want to tell the Committee and you, Sir Frank, that as 20 per cent. of the expenditure is going to social welfare and education, we have asked Mr. Cox, the Advisor on Education, to come here at half past five, and if it is convenient to you, Sir Frank, would you be kind enough to remain here?—Yes.

620. Because your evidence and his evidence afterwards might be very helpful to the Committee?—I will with pleasure.

621. I have three or four questions arising out of what you have said to the Committee. In regard to those territories where there has been war damage and where there has been destruction, is that taken care of by any other fund, or is it proposed to come out of this fund?—No Sir, and that is one of the reasons for the delay. There have been considerable discussions with the Treasury as to what should be allocated for reconstruction. So far, I have advised the Colonial Office, and the Colonial Office have taken the view, that no expenditure should be agreed to in those war-damaged territories unless it is on a developmental project; that is, that no monies under this Act should be taken for replacement or for reconstruction. I do not think we shall perhaps get 100 per cent. of that, but that is the discussion which has taken place and which is still taking place with the Treasury and the Colonial Office.

622. But surely it does put the colony in rather a difficult position in regard to submitting a scheme until that matter is settled?—That is so.

623. Therefore, something ought to be done, to get that decision fairly quickly?—As far as I am concerned, the sooner that decision is reached the better.

624. Because it has been hanging on for some time?—It has, particularly in respect of the Pacific area.

625. In connection with that, most of us have read the despatch which was published last week about the attack and surrender of Hong Kong, and if you read the General Officer's report of that, you will see that a very large expenditure was involved in that defence scheme which in fact was never used, and the money that was spent on that was really almost thrown away. In connection with war-damage and making good that war-damage, does that

include building up the old types of forts and so on?—No Sir, not as far as I am aware.

626. Who is responsible for that?—All I have seen is in connection with the civil side of affairs. I have seen nothing of the defence side at all. In connection with the civil side, take for instance the Solomon Islands: they have to build a new capital. Tulagi was wiped out, and they are changing their capital to Guadalcanal; and some of the other areas are being treated in the same way; whole towns were destroyed 100 per cent.

627. All that goes to confirm, I suppose, that somebody is looking into the expenditure which will be involved in putting right the fortifications, which does involve a very large sum of money?—Yes.

628. We shall have to obtain evidence on that, because it is all a question of competing for materials, which you said just now is a bottleneck?—Yes.

629. You have told us that the figures which are set out in the White Paper show the amount of money which the taxpayer here contributes and the amount of money which is raised locally either by loan or, you did say, by a colony coming to the London market in order to raise the money. Could you tell the Committee whether any arrangement has been made with the Capital Issues Committee, so that they will not hold up the colonies if they do so want to come?—An arrangement of that kind would have to go to the Treasury in the first place in order to get Treasury approval for a London loan.

630. But, having got Treasury approval, you have then to get over the next fence, which is the Capital Issues Committee, and it would be very frustrating for a Colony to get Treasury approval and then find that some other body was holding it up. What steps have been taken to be quite sure that no further delay will be involved through action by the Capital Issues Committee?—I am afraid I cannot answer that question.

631. But it is rather an important point, is it not?—As a matter of fact, I think I am right in saying that we have not floated any recent loan, but I know that there have been discussions with the Treasury as to the amount that could reasonably be thought of for a particular Territory as a loan on the London market.

632. We are told that there is so much money in this country which has got to be absorbed, and one could not have a better way of absorbing that money than by developing our Colonial Empire, could one? I think they ought to have the priority for anything which is approved by the Colonial Office and by the Treasury. Then you have mentioned the fact that the shortage of manpower and materials

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were the two main things which were holding up these schemes. Can you tell the Committee what is the position of the Ministry of Supply in regard to materials? I understand that the Treasury, at the present moment, flatly forbids a Colony to buy machinery in any dollar territory. We know what the delivery dates for machinery are in this country. Therefore, what will be the actual fact, not the theory on paper, of carrying out these schemes, unless some very different method is going to be adopted than is now being adopted, in order to get the materials to the sites where the schemes are going to be put into operation?—That is a matter which the Colonial Office is giving very careful thought to, and as a matter of fact, at the moment, one of the officers from the Development side of the Colonial Office is in Nigeria looking into the issue there.

633. I am sure he will do a good job there, but it is here where these priorities are more or less decided, is it not?—It is.

634. And there is not enough for the export trade, for refurbishing British industries, and also what is wanted for these schemes?—That is so.

635. It seems to me that it is rather difficult, and we are in grave danger of assuming that once a scheme is passed and approved, the trick is done; but it is not done at all. I think that the evidence which we have had, especially from the Ministry of Food, indicates that the Estimates, which it is our business to inquire into, make complete nonsense if there is undue delay, because in the meantime prices rise and then you come along with a Supplementary Estimate, and the public are getting rather tired of that sort of thing?—At the present time they have appointed into the Colonial Office an officer who is looking after economic intelligence, and so on, and that will be one of his functions, to consider how arrangements can be made for speeding-up these supplies. In the past, supplies for the Colonial Territories have been obtained through the Crown Agents, and the Crown Agents, through the Colonial Office, have pressed priorities; but I know that they are contemplating, in the Colonial Office, a re-organisation in order to meet the point which you have raised, the question of how much they can get for these Colonial allocations.

636. I do not know whether the Colonial Office could help us about this matter, but what are the prospects, taking into account the existing commitments, of manufacture here of those articles and products which are essential for these schemes? At the moment, for instance, there is an inhibition to buy steel from Belgium for a Colonial scheme. Now we shall have to consider which is the most important, to help a Colony get on with

their scheme and get all the beneficial results from that scheme, or to say: "No, you have got to wait for donkeys years until some material is supplied". What we want to know is, what are the real prospects of getting what is necessary for your schemes, and from where?—May I ask the Colonial Office to send the Sub-Committee a statement on that?

637. Yes. I will give you one example. There is a great demand for cement in Malaya at present. Everything is held up because they cannot get cement. There is a lot of cement to be obtained there, but we have not the shipping to export cement and they cannot get the cement-making machinery. Also, they are told that they may not buy it in any dollar country, and they are forbidden to buy it in any country other than this country. The delivery time for that machinery in this country is seven years. Are we really to assume that Malaya is to be told: "We are sorry, but you will have to wait seven years before you can proceed with what is a basic scheme"? That, I think, is the most exaggerated case I know of, but I would like to find out what hope there is and who are the prime-movers, because I think we are in very grave danger of congratulating ourselves on paper for these schemes, when we are not going to live long enough to see them carried out. My next question is in regard to technicians. We, on this Sub-Committee, have had evidence in regard to Research and Development, and we issued a report, which is the Third Report, and I wish you would look at it. In the evidence which we had from the Agricultural Research Association, from Sir Henry Tizard, from Sir Edward Appleton and from Sir Edward Mellanby, on behalf of the Medical Research Council, we were told the same thing by them, that there is a shortage of technicians, and we asked them whether Dominions were being asked if they could provide technicians. Do you know whether anything has been done to try to get these experts from the Dominions?—The Colonial Office have liaison officers in connection with all their recruitment services in the Dominions, and there has been frequent correspondence about it. I think that in certain cases the Dominion liaison officers have been informed in regard to certain of the vacancies.

638. I am told—it may be wrong—that, in regard to McGill, which is a very good university in Canada, there has never been any request made to know if there are any good technicians who are coming out of that university who would be willing to give a hand in our Colonial development. I do not think it is a matter for the liaison officer to deal with; I think it is really more for the university and for the Dominions?—It would be, and in respect of the agricultural side of it we always notify McGill, and we have always had applications from them—I am speaking about pre-war—in connection with both our scholarships and any vacancies we have.

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639. I should be interested to know the number of Dominion technicians you are now employing, and what steps you are taking to obtain more of them?—Yes.

Mr. Norman Smith.

640. I would like to ask, with regard to these schemes in this White Paper No. 127, half of which, I understand, relates more to social and welfare objectives and the other half of which relates to economic objectives, at what stage comes into the picture what I may describe as the imperative necessity for this country to balance its overseas trade payment? To what extent are these schemes related to that? To what extent does our over-riding necessity here find its expression in these schemes?—You would get that in connection with your economic schemes. That is a development of your agricultural services, which will mean more primary products, more food, materials and things of that kind, and your forest services and your geological services, and the schemes which are being assisted to develop those services in the different Territories in respect of that would have a direct bearing on the balance of payments question.

641. Yes, I am sure they would, to the extent that they were approved and proceeded to operate and eventually yielded their output, but when schemes are submitted from the Colonies, for example, do the people in the Colony have regard to this grim necessity with which this country is confronted, or do they have regard only to what they think can be done for the benefit of their own Territory?—I should say no to both of them. Probably in the past they did not take into account the balance of payments issue, but they are all fully advised of it now, and we have had missions out there in connection with certain production schemes as, for example, groundnuts in West Africa and rice in West Africa, and there is one being considered for rice and other developments in East Africa, and those missions are out in the field now, with the exception of the one in East Africa, which is being formed. Those are all missions which have resulted from the examination in the Primary Products Committee, which is inter-Departmental, which had very much in view what you are discussing, namely, what commodities could be increased in the Colonial Territories to assist in connection with the needs of this country in addition to the needs of the Territory itself. With regard to the question of the balance of payments, you have, of course, the case of rubber, where there was a great recovery of rubber in Malaya, which was much more rapid than what was originally anticipated. That is one which I may instance. There may be others.

642. You have mentioned rice in West Africa. We may take it, may we not,

that of course the successful development of rice production in that part of the world would be a contribution of great value from this country's point of view?—And from the point of view of the people in West Africa also.

643. The Committee may take it that you are quite happy in your mind that the overriding necessity for the balancing of our overseas payments is never lost sight of?—Yes. As far as the Colonial Office is concerned I am quite happy, and I think it is definitely being appreciated in the colonial territories themselves that the issue is a really serious one.

644. Sir Ralph Glyn raised the question of loans raised on the London money markets. You, I understand, are going to find out for us whether any arrangement has been made with the Capital Issues Committee, so that the colonies will not be held up if they do want to come. Would such loans be Colonial Government loans?—Yes.

645. Trustee securities?—Yes, trustee securities.

646. And any impediment to these schemes going ahead under such loans would probably arise not from financial considerations but from physical considerations, as to the ability of this country to provide the materials?—Yes.

Mr. H. D. Hughes.

647. When the Ministry of Food representative was giving evidence before this Committee we had an account as to the various schemes which the Overseas Food Corporation has projected. You have been mentioning mainly these schemes under the Colonial Development and Welfare Act. Can you give us any picture of the schemes which will be contemplated by the Colonial Development Corporation?—We have not got to the stage of contemplating schemes, but the Colonial Office themselves have had a mission, and I think the report is likely to be printed fairly soon, on the development of groundnuts on a large scale in West Africa. They have had a mission out there which selected four different areas which were capable of producing groundnuts, by mechanised means, on a fairly large scale. They are having further enquiries made in regard to the soils and so forth, and it is possible that one of those four areas may go out; I happen to know that. But the Empire Cotton-growing Corporation have also sent to West Africa two of their senior officers to look into the possibilities of cotton cultivation there, and they have brought back certain proposals that if a certain section of Nigeria were opened up with feeder roads, it would be possible greatly to increase the output of cotton from that particular area; and it is cotton of a type which is acceptable to our Lancashire mills. I would not

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like to give you the figures there because they have not been very detailed, but you may take it that it would mean doubling the present output within a reasonable period from Nigeria. Then we have another mission for East Africa, which is going to look into an area of Tanganyika, which was examined in 1929, and which is being re-examined at the request of the Tanganyika Government for extension of rice, cotton, maize, and millet cultivation, cultivation of a mixed character. Then North Borneo has been examined by agricultural and irrigation officers from Malaya, and we have had proposals there for considerable extension of rice cultivation in North Borneo; but they say that it would be necessary to put down a small trial area, say 1,000 acres, before they can think of extending on a very wide basis. That is being discussed at the present time. I do not like to anticipate the Colonial Development Corporation, but I feel quite certain that we shall be asked to take quite an interest in North Borneo's development. Those are the main instances which I would quote.

648. From what you have said, I gather that one of the distinctions between the economic side of the White Paper programme and the Development Corporation programme is really profitability in fact?—Yes, I would say that. The way I look at the schemes under the Colonial Development and Welfare Act is to provide, through Government means, finance from this country or from the colony or through loans, for the basic services necessary for the development of the country either on the economic side or on the social side, and while I have given you a somewhat arbitrary division between the social side and the economic side—a 50-50 division—one must realise that we cannot proceed with the development side unless we can get our education improved and our health services improved and so on. It is just a matter of which side of the balance sheet you are going to put it on, but both of them are essential to my mind. In Nigeria we are putting a lot of money into water supplies as a basis for improving their health services, because in one area for three or four months of the year 75 per cent of the population is not fit for productive effort owing to disease. Until that is rectified, you cannot expect development to take place in that area. For our classification we put that into the welfare side; it is basic to a lot of the development.

649. Are there any sources of finance in the colonial territories themselves, private or public, which are not being used for investment or which are being invested outside the colony, which might be diverted for this purpose?—Of course, a number of colonial territories raise local loans which are supposed to tap private deposits.

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Jamaica had such a loan recently. It was not very successful. Trinidad has had one, and again they did not get all the money which they required. The Colonial Office do encourage these local loans where circumstances seem to warrant them. It generally means that you have to float them at approximately $\frac{1}{2}$ per cent. higher than you would on the London market. One has to weigh up the advantages or disadvantages of the two issues. I am not saying that there are no deposits available in the banks in colonial territories, because I believe that there are, but it has not always been possible to attract those into public issues.

Mr. Willis.

650. You said that the schemes were being held up as a result of shortage of materials. You also said that you did not think that the speed at which they were progressing with the presentation of these schemes and the approval of these schemes under the Colonial Development and Welfare Act was sufficient to enable the money to be spent in time. You thought they should be going ahead?—No, what I said was this, that at our present rate of expenditure we may find ourselves in the position of not being able to expend all the money. If you take these two years, we have expended £7 million. Now, under the Act, whilst there is flexibility, there is a limit to the amount which can be spent in any one year, which is £17½ million. If we run for another three years on the present basis of expenditure, £3½ million per year, for the remainder of the period of the Act we shall have to spend up to the full limit of £17½ million each year to cover the £120 million. That was the point that I had in mind.

651. The point I wanted to put was this, that if you are being held up as a result of shortage of supplies, surely there is a danger in expanding the work that is being undertaken if you scatter your resources over too wide a field. Would not it be better to concentrate them on the things that are really most essential?—I find that question rather difficult to answer, because in any of these schemes you have got to provide housing for staff, which is very short, and you have got to provide equipment in those houses, and I think you will find that in practically all those schemes there are materials that are required, and there are schools and school buildings, etc.

652. There are certain materials in short supply which are required in any one of these schemes, and surely one of the lessons we were learning during the war is that the more you scatter your energies the less likely you are to complete the things which are the most important? That is what has happened to a certain extent here.—With regard to the priorities of these different schemes, we tend to leave that to the Colonial Governments.

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653. Now, in addition to this work which is already being held up by shortages, we shall get the addition of the schemes undertaken by the Colonial Development and Welfare Corporation?—Yes.

654. Now, who will sort out the priorities in respect of these particular schemes as against the others?—I am afraid I cannot say. I see your point, and I will make a note of it, in regard to the priorities.

655. In other words, we are going to scatter our resources even further?—Yes, and we shall have a scramble.

656. Yes. If there is a scramble, who is to decide?—I will make a note of that.

657. I take it, in the figures in the White Paper of £120 million, with anything like a rise of prices, the cost of these schemes would be budgeted for under the heading of "General reserves"?—No. They make supplementary schemes to cover that. You will find in this White Paper that a scheme may be number 211A. I have just taken one as an example. That generally means that it is a supplementary scheme, either for an extension of a previous scheme or else for some basic reason that they did not take sufficient money in the beginning to allow for the rise in prices, and therefore a supplementary scheme is made. It is given the same number as the earlier scheme but it is called a, b or c. For instance, this year under "Development" there have been 132 new schemes made, but there have been 110 supplementary schemes, as extensions of earlier schemes, or taking up these rising prices to which you have referred during the year.

658. What is the effect of rising costs on the original programme that you have in mind?—I would not like to guess what it would be.

Sir Peter Macdonald.

659. It varies.—It varies in different areas.

Mr. Parkin.

660. Are the orders for equipment for these schemes passed to the Department of Overseas Trade?—No, they are passed to the Crown Agents. The Department of Overseas Trade, which I think has now been incorporated as a section of the Board of Trade, deals with exporting materials from this country overseas, and the Crown Agents are the agents of the colonial territories for securing all supplies from this country.

661. Who notifies the Department of Overseas Trade, which is at the present time busy trying to sell all our resources to 24 separate countries at the same time? You have in the last year authorised some 240 new supplementary schemes, all of which will mean demands on capital equipment, mostly of the engineering industry and on our supplies of steel in this country?—I do not think that there is any notification sent to the Department of Overseas

Trade, but I can make enquiries regarding that question.

662. Would it go to the Ministry of Supply, or does it only go to them in a roundabout way through the manufacturers?—I think that is the procedure at the moment, but I will make inquiries about that.

Mr. Parkin. Do you think that is sufficiently important to ask the witness for a paper on it, Sir?

Chairman.] Yes, I think it is. I think it is vital to the whole matter, because we are selling all the materials we want at home to the Argentine and to the Soviet Union, and we are over-committed with them in our own Commonwealth as well.

Sir Peter Macdonald.

663. That applies to Malaya for instance, on the question of getting their tin going?—Yes.

Mr. Willis.

664. Were these commitments of ours notified to the Committee of European Economic Co-operation at the time when schemes were being drawn up and schedules drawn up of the capital needs of the various European countries?—Not that I am aware of.

665. Therefore our own needs in the formulation of the Marshall Plan?—On that I could not say. I should have to go to the Supplies Department in regard to that. When you come on to the question of the Marshall Plan, I would not like to commit myself at all. I would rather limit it to that original survey of the Committee of European Economic Co-operation, because I think there was there a pooling of information, and if our own requirements were only set out in terms of our home requirements, then a very false picture was presented.

Chairman.

666. A very false picture. You know the mind of the Committee now, and I think that this is a matter of such importance that it would be well worth while if you could supply us with a carefully prepared memorandum on it?—Yes.

Mr. Yates.

667. I think you mentioned that manpower was a difficulty as well as materials?—Yes.

668. Apart from technicians, what is the principal manpower difficulty? Secondly, are you satisfied that efforts are being made to fit in the manpower? I mean, in these various areas are there any sort of registration schemes, like labour registrations which enable men to be put in touch with jobs?—Yes. When I was speaking about shortage of staff in connection with this, it was mainly in regard to the professional and technical staff. Those are the main

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difficulty. With regard to your second question, there are certain territories which, through their Labour Departments, have certain registrations, though that is not the case in all territories. I do not think that there is any difficulty in connection with labour in the colonial field except in certain places where training facilities have not been sufficient to maintain the technicians very well. You do get in certain territories a shortage of the skilled artisans, but that is one of the matters which comes rather more in the educational field, if you wish to pursue it. It is one of the matters which we have stressed in regard to these development programmes. For instance, in the whole of West Africa such moneys as are going into education are going into secondary education and technical education. It has been one of the matters which we have watched fairly closely. We want an increase in technical education and at the same time we must step up secondary education, if we are to have available teachers for primary education. That has been our definite policy.

669. So that it is not a question of buildings being held up for want of bricklayers?—No.

670. So that there is no real manpower difficulty apart from the technical side?—I think that would be a fair statement.

Chairman.

671. To what extent is the native population being used, or to what extent will it be used in the future, for the supply of professional people, higher than the ordinary secondary level? For instance, geologists? We want them here in this country, too, and you want them?—With regard to that, of course, the field of which the indigenous population of the colonies has taken advantage has been the medical field. There has been quite a fair measure of training in the medical field, and these training schemes which you see here mentioned in the White Paper are designed for that purpose. They will eventually come from the colonial universities, but in the meantime there is a £1 million scheme for colonials who are being sent over to this country to be trained at university level.

672. We were told that there are conferences taking place between the different powers who have colonial possessions in Africa?—Yes.

Mr. C. W. M. Cox, C.M.G., Educational Adviser to the Secretary of State for the Colonies, called in and examined.

Chairman.

675. Mr. Cox, would you be kind enough to tell us what your position is?—I am Educational Adviser to the Secretary of State for the Colonies.

676. And will you tell the Sub-Committee what your experience in the Colonies has been?—I have been with the Colonial Office since 1940, and I was Director of

673. I think there was a conference at Lisbon in August between the French and the Portuguese, and they were asked to join in the discussion in Paris. Then there was a talk in Paris on 3rd December between Britain, France and Belgium about matters of nutrition. There was another technical conference in Brussels on 11th December, and there was a three day conference in London about colonial development, and there is now one going on this week at Brazzaville. Are all these conferences co-ordinated, and if so by whom? Who conducts these international colonial conferences? Is it done through the United Nations or is it simply by the different metropolitan powers getting together?—I think it is arranged through the Colonial Offices of the various powers, or the equivalent of the Colonial Office, issuing invitations. For instance, I know that in West Africa there were discussions last year with the French in regard to certain communications and matters of that kind. The initiative in regard to that came from us. There were preliminary discussions in Paris and detailed discussions in West Africa, which were arranged by the Secretary of the West African Council. I cannot say who was the originator of those which you have mentioned, but I think that they are all arranged within the Colonial sections of the administrations of the metropolitan countries.

674. I was rather following up Mr. Parkin's suggestion, because, in the discussion of the Western Union and the development, I think the idea was that the Powers which did have Colonial possessions should carry their consultations on economic matters into their Colonial possessions. Supposing we have a Territory which is next-door to a Portuguese Territory, and so much of the shipping depends on the Portuguese doing certain things to get our stuff away, and so on, you could include in your memorandum information as to whether they could help to supply on the spot certain materials which we are short of? These conferences are of very great importance and it is the first time one has had these Colonial Powers co-operating together for the benefit of the Colonies. Therefore, would you kindly add that information to your memorandum?—Very good.

Education in the Sudan before, in the later '30's. Before that I was at New College, Oxford, and I was not a member of the Colonial Service.

677. Have you had an opportunity of visiting many of the Colonies?—Yes, Sir, I had travelled quite a bit before, both in the Sudan and in East Africa, and during the last four or five years I have travelled

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pretty widely, though I have not yet been to the Far East and certain of the smaller Colonies.

678. Your functions are to advise the Secretary of State on educational matters:—Yes, Sir.

679. How do you define "educational matters"?—As far as my position goes, it is interpreted pretty widely. I think the papers or questions referred to me would interpret education very widely and by no means confine it to the business appropriate to the Education Departments in the Colonies. For instance, on mass education, on which a report was issued by the Secretary of State's Advisory Committee on Education in the Colonies three or four years ago, that term, which has been widely misunderstood, was by no means confined to the school system or the activities of the Education Departments in the various Territories. It ranged over the whole of the wider educational aspects of communal betterment, involving the varying departments and agencies concerned in communal betterment.

680. Can the Committee take it that matters concerning the improvement of health and hygiene would come under "Education"?—No, Sir. They would go to my medical colleagues in the Colonial Office; but where it is a question of the educational aspect of health, as well as the work of the schools in connection with health, education, such as campaigns among adults, the Educational Adviser would normally be approached in that, although the people directly concerned would be the Medical Advisers.

681. Are you responsible for devising means and methods whereby you can put across education to people either by broadcasting or by public address vans? Is that your function?—Not primarily. I think that would be primarily the function of the Information Department, and on the technical side, and to some extent the function of the Social Services Department; but as regards the general educational aspect of such schemes the Educational Advisers would normally be brought into the picture.

682. Why do you keep on saying "normally"? Do you say "normally" because it does not often happen, or because it always happens?—I think because it always happens. I cannot remember cases when it has not happened.

683. Sir Frank has told us that one of the things he wants is to get the skilled, technical people for a lot of these schemes, and we cannot wait until the secondary education produces them, or the universities, because that will be rather a long-term affair; but there are, as a result of the war, a certain number of natives who

did receive quite considerable technical training in the Services, such as wireless and radio operators, lorry drivers and so on. Now they have gone back to their villages, and we are told that they very quickly forget what they have learned; but presumably they would be more susceptible to adult education in the technical field than somebody who has not had that background?—I agree.

684. Therefore, what is being done now in order to get these people and bring them into these schemes for development? What is being done to bring them out again into more useful forms of work? We are told that 50-50 is the proportion of the expenditure, and I think most of the Sub-Committee feel that education ought to be interpreted very, very widely, and that you do want to educate the adults as well as the youths. I was wondering whether there was any organisation which would advise the Secretary of State and which would go into this matter with the various Colonial administrations, to see what could be done by means of broadcasting from local transmitting stations, by means of cinemas, and by other means of that sort?

—Yes. The returning Colonial troops in Africa, at any rate, were all in theory, and I think that applies in practice, given an opportunity for further training, provided they had reached a certain level of skill, and in some Territories it was open to all whether they had received training in the Forces or not. The extent to which that was taken up varied in the different Territories, and the provision made varied very much, but in certain Territories, such as in Kenya or the Gold Coast, or Tanganyika, it was taken up very seriously, and I believe that by the end of this year something like 10,000 (that was the target figure) of ex-Askari in East Africa will have passed through these rehabilitation training centres, before either taking up posts or returning to their villages. That is not really an answer to your question, but I wanted to mention that because a very important section of these people will have received special training. It is even more striking, in certain ways, in regard to the West Indies, but that is a different issue. In the villages themselves, I think the Secretary of State's Advisory Committee and his Educational Advisers have always felt the importance both of broadcasting and of films and various other aids in any attack on the question of adult education in the countryside as well as in the towns. But the difficulties in respect of both broadcasting and films have been great. As regards the question of broadcasting, I think the difficulties may be summed up by saying that they amount to financial difficulties, which one could elaborate if the Sub-Committee wished. As regards films, I should say that very considerable progress was now

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being made. The Colonial Film Unit, at the Central Office of Information, is the principal agency for our education attack in that field. That has now four cinema units operating in Africa, two in the east and two in the west. There are fairly detailed plans made for promoting this work. Of course, we are very much handicapped there by ignorance of the effect of films on primitive audiences in the villages. The need for research into that is, in my opinion, urgent, and an application is in front of the Colonial Office at the moment for funds from the Development and Welfare Research Vote to that end. But I think it is estimated that, even as things stand, and it is still on a modest scale, the figure last year was something between 20 million and 30 million people who had seen Colonial Film Unit shows. Another difficulty, of course, is the question of supply, and then there are the problems as to whether you are concentrating your effort where you have only got limited resources, a limited number of travelling vans, and so forth, whether you are concentrating on particular areas, particularly in those areas where on the development side, your expenditure is being concentrated, or whether you are spreading your effort over the whole country. I think our view has been in favour of concentration, and in favour of keeping the mass education attack in line with the economic development attack, and limiting it primarily to the fields where that attack is focussed.

685. The whole point is this. From what Sir Frank has been telling us, I think the manpower problem and giving the native peoples a real opportunity to play their part in it, does need immediate action, and using a medium which is the quickest to help it to operate, and I can think of no better means than by having broadcasting in their own language to help them over questions of health, agriculture, and so on, and also by supplementing that with films. But if you are going to be successful and be ready in time to help these schemes go forward with your manpower, you have not much time to lose in making up your mind about the installation of equipment for broadcasting?—Yes.

686. And also you must take what steps are open to you to obtain the means of doing so. It is no use putting up radio stations without receivers. If we do not start soon, we will lose the opportunity of having these people ready to give assistance in the schemes, and a lot of them are under a misapprehension as to what those schemes are. We do not want propaganda to be spread, saying that this is purely a selfish thing for the benefit of the United Kingdom, and that sort of thing. As I understand it, there are, throughout the Colonial Empire, very few transmitting stations under the control of the local Colonial Government?—Yes, Sir. I am

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afraid I do not know anything of the detailed layout of this, because it is really the direct concern of our Information Department.

687. May I just take you up on that. I am talking about this as a means of educating the people. It is not information which is required in this country about the colonies. It is that we should put up the apparatus necessary to help the native people develop themselves along lines which the taxpayer is paying money for. It is not the slightest use voting money unless you are at the same time helping people to make the full use of that money?—I think the position, as I see it, has been that we have been concentrating on this side about which you are speaking, the education of the adults in these areas, by means of cinema units and the travelling teams of educators who would go out into these areas. But on the broadcasting side the position, as it has always been put to us, is that the cost is so great that at present no great advance can be hoped for along those lines except perhaps in urban areas.

688. On the other hand, if others can do it, I do not see why we could not do it. When we had evidence from the food development side it was said that one of their largest problems was to have people educated to handle the very expensive machinery which we are paying for and sending out there. You have to have your skilled native drivers, otherwise they wreck the machinery. If you are just sending two or three people round in a motor car their appeal is very limited, is it not?—Yes.

689. We are spending £120 million. Surely the cost of transmitting stations at suitable places is a mere bagatelle when you consider that enormous sum of money. Again, in the organisation of the educational side of the Colonial Office, I do not think that on this Committee there is a single soul who does not want to give you all the support they can, but I have the sort of feeling that we are rather going on without using modern methods. I am sure you are not, but the effect of it is that. It seems to me that the money which has been voted for social welfare and education can be put to the quickest and most effective use by getting these broadcasting stations going. When Lord Wavell went to India as Viceroy, one of his big problems was to try and get information to the villages, and he was very anxious to get this broadcasting system into operation. Now the Prime Minister of the Indian Dominion is setting up this very thing for the very same purpose. If the Indians are considering spending money on this scheme, surely we can consider doing the same. I think that is the quickest and most useful method of disseminating in-

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formation for the benefit of the people?—
Yes.

690. I only wanted to say that because I wanted to know what your reaction to it was?—I think that so far the line has been that all the educational schemes submitted have had to be cut drastically because there was not sufficient money to carry them out. As regards broadcasting, I gather that the cost of that has been generally held to be so great that they simply have not gone through on a large scale, those schemes. They would not in the normal course come to me, the various suggestions about producing cheap receiving sets and so on.

691. Do you agree or not that the use of broadcasting is helpful in the education of the natives?—Yes, I should agree to that.

692. Supplemented by films?—Yes. I should be very anxious to ensure that, if we could solve the problem of getting broadcasting services out into the countryside, we had the effects of that watched so that we did not make mistakes, because I think we shall probably have a good deal to learn of the effect on primitive audiences.

693. So that the quicker we get going on the research side the better?—Yes.

694. Do not imagine that I am suggesting that we should turn the B.B.C. loose for the education of the African native; I do not mean that at all. I mean that you would have a restricted transmitting station and that you would train people to talk in their own language to their own people, and that you would give them all the help you could with regard to health, hygiene and so on?—Yes.

695. Then I take it that you would be in favour of such a medium on those lines?—Yes.

696. Enthusiastically so?—Yes, but it would be at the expense of other parts of the programme.

697. Why?—This is assuming that the money is limited.

698. My belief, from your evidence, is that you are more likely to get some more of these things than you are the materials with which the schemes are going to be carried through—I should be very strongly in favour of getting going hard in certain areas on this and seeing the results, and watching the value of those results, and then, if we really do produce a marked change in receptivity which is of great help to the development forces working in those areas, then we are getting on to a very important thing. But I think it would be at the cost of other parts of our programme, unless the funds available were increased.

699. You mean for secondary education?—Or for technical education.

700. Yes. You would not consider that an interference with your higher education or your primary education? Do you really believe that, if you had a limited sum at your disposal, your money would actually be better spent by spending more on broadcasting and less on technical education?—No, not on technical education; I would not cut that.

701. Would you cut the primary education?—That, of course, is the difficulty that one is in. One wants to be quite sure that one is going to get the results, as we are increasingly convinced is the case with the Colonial film units in these areas. Before one spends very large sums of money one should know what the effects are going to be in country districts, because it is all going to come out of what we must have for the school system. That is why I could not enthusiastically endorse that, unless one knows what the effects in country districts are going to be.

702. I am not suggesting “instead of”; I am suggesting “as well as”, because the whole plan, as I see it, is, that unless you can bring the adults in through some means of education, you are not going to get what you require?—No.

Mr. Yates.

703. I understand that the manpower difficulty is really on the technical side. Do you really think that any great extension of broadcasting would materially assist in getting the required number of men?—I do not think that is going to get the manpower; the manpower is coming from the technical and secondary schools. I was thinking of the receptivity of these people in these areas in order to get the maximum results.

704. May I ask you what steps you are taking in regard to general adult education in the Colonies; that is, apart from the education of young people?—Yes. As regards the adult education of those who have already had a measure of schooling, so far it has been almost entirely on a voluntary basis. The Oxford University Extra-Mural Board sent out a delegate last year to West Africa with a view to organising and promoting extra-mural work generally in Nigeria and in the Gold Coast, for the purpose of stimulating and co-ordinating the work which is going on and the setting up of new work in areas where there has been a demand which has not hitherto been met. Tutors are at work in the Gold Coast from Oxford at the present time. I am just back from tour, but when I left the plan was for a tutor to go to Nigeria and, if possible, two tutors, who were to have left about now. Whether that has been done or not I do not know.

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In the West Indies, one of the first appointments at the University College which is now coming into being is a Director of Extra-Mural Studies. He has just advertised, a month ago, a number of tutorships for each of the West Indian Colonial Territories. He has got his plans fairly fully worked out there. He was over in this country earlier in the year, and he discussed them with Mr. W. E. Williams and with a number of authorities over here, and he then went on to Denmark and to Sweden. In regard to East Africa, where much less has been done among the Africans, we wanted to get that position reviewed and sized up, and on the advice of Mr. Williams and Sir Philip Morris, Professor Phillips from London University, who has pretty wide experience, went out and he came back a couple of months ago, and his report is under discussion at the present moment. He is anxious that adult education in East Africa should be developed, probably directly under the aegis of Welfare Officers to start with. Then, last month, we appointed a Special Sub-Committee of the Advisory Committee on Education for the Colonies, which will be concerned with reviewing the whole field of adult education as it stands now, and making recommendations for its development.

Mr. Parkin.

705. I take it that your main educational schemes were based on the idea that in the second generation you would get purely locally-trained teachers and inspectors?—Yes.

706. You envisage more and more use of the native language, supplied with a convenient alphabet, and local cultures preserved as much as possible, and artistic tendencies preserved?—Yes, we do. The question of the extent to which English is introduced and the extent to which the major vernacular languages are used at the present time varies between area and area, and it tends to be a matter on which the peoples in the Territories themselves have very strong views. The demand for the English language is very great in the stage in which we now are in most of Africa. Later, when self-government has got further, the tendency, as in other parts of the world, e.g., India and Ceylon, is to swing back and put the English language into a position of secondary importance and to develop the major vernacular into the principal language.

707. That policy is likely to be somewhat halted by this rush of technical education. I take it?—I should hope not, actually. It is quite true that it will perhaps slow down the supply of academic secondary education a bit, but owing to the importance of academic secondary education providing up to a certain limit, which limit has not been reached, qualitatively at any

rate, and quantitatively in most Territories, I do not really think the development in technical education will be at the expense of an adequate measure of academic secondary education and the primary educational developments. Our general line in the United Kingdom is to devote the use of United Kingdom funds to certain levels in the educational system, namely, the secondary and the technical rather than the primary level, and those moneys, at any rate, will not be available in normal circumstances for the primary level.

708. So that your policy will be making black men blacker and blacker?—I do not think I should describe it in those terms. We want to bring their leaders in touch with all the best that Western education has to offer, and at the same time we are trying to preserve all which is best in their own tradition.

709. At any rate, you, in your present capacity, would be very well aware of the danger in too hasty a technical development of the de-culturalisation that has gone on with native peoples?—Yes, absolutely.

Mr. H. D. Hughes.

710. I wonder if it is possible for you to give us a rather clearer idea of the kind of educational priorities; in other words, in England, we think in terms of reducing the size of classes and increasing the school-leaving age, and so on. If you take the expenditure of the Colonial Governments and the Welfare expenditure, what is the sort of balance of emphasis as between primary, secondary, academic secondary, technical and the formal aspects of further education, and then mass education? What are the sort of priorities?—The two main objects would be to spread as widely as possible among the people the desire and capacity for social, political and economic development on the one hand; and, on the other hand, the training of leaders not only for Government service in all forms but for production and business and for local government work, trade union movements and co-operative movements; those are the two major aims. Then, in order to carry them out, and to strike a balance between primary and more advanced education, the line we have taken has been to suggest that rapid progress cannot be made unless there is development both of secondary and of technical and also of post-secondary, the university and college development, and that funds from London that are available for education have been specifically directed towards those targets in the Colonial fields. With primary education we have suggested that the lead should come from the central colonial revenue and more particularly we are encouraging the build-up of local educational authorities as far as possible. Then there is the whole question of the wishes of the people themselves and of the local authorities, whether they

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prefer to raise the revenue by an education rate or by fees, as is still, in a number of areas, a definite preference. We leave that to them. But we see here the comprehensive plan that comes forward from each Territory, and if we feel that the balance has got wrong, either in the direction of becoming topheavy or in the direction of sinking of an undue proportion of educational expenditure in primary education, that we think would not be worth very much because the teachers of primary schools would not have had their education carried far enough, we should at once draw attention to the lack of balance. So I think the quick answer to the question would be that we do try to get a balanced picture, but with the special point of pressure being on secondary, technical and teacher training. I must add, of course, that there is a special push being made to develop both medical and agricultural colleges.

711. I wonder whether we could ask you for a breakdown of the figures as between the different things on this memorandum which you are going to send the Sub-Committee. As regards higher education, would you be able to let us have the breakdown as between the expenditure in the development of Economic Degree courses and the training of technical people? We have been talking about geologists, but I think it is also a question of engineers and agricultural experts and so on—and then social welfare. That is the education that is happening at the Colonial end and also the various Colonial students who are being brought over to this country on various schemes. I would like to know, therefore, what the balance is between Degree Courses, technological studies and so on. I have heard the criticism made that there is rather more emphasis laid on bringing students over here for social and welfare courses rather than in technological training.—I think the social welfare plans have got very well formulated in advance of certain other aspects, during the war. The training scheme got under way a good deal quicker than did any others. (Sir Frank Stockdale.) That is true; social welfare got a push and got started before the others. I think that was so. One did realise that it was brought to the fore as the importance of human relations in all these Colonial schemes was realised. Consequently, there was that emphasis on social welfare, and, as Mr. Cox has said, it got started before the others.

712. I am not in any way criticising the social and welfare side, but I gather that there has been some opinion expressed that not enough is being done to train people for the higher technical posts and that more emphasis is needed to catch up on that side. Then, with regard to mass education, we are, I gather, going to have the

report of that committee, which we have not yet seen?—(Mr. Cox.) Yes.

713. We have discussed broadcasting and films. What other methods of mass education are you employing or proposing at the present time?—I take it that you mean mass education in the sense of an attack on the adults, probably in a rural area?

714. Yes?—Yes. The illiteracy campaigns are, of course, one side of that. One of the commonest misunderstandings has been that it was concentrated on liquidating illiteracy as quickly as possible without anything else. The importance attached to the attack on illiteracy varies very much according to the development of the area in question. In the copper belt I think it has been given very high priority, but in a number of these areas we should say that that was only one of several forms of attack, and where we do use it, it is most important that it should be followed up by literature, that it should not just be an isolated attack. Then apart from that, the schools come into the picture and the extension of agents in the agricultural, health and veterinary fields has itself played a vital part in the mass or fundamental education in that wide sense. Then with regard to the technique of getting it over, there are demonstrations and the work of the demonstrator who goes round informally to their homes; and there are discussion groups and so forth, which are of major importance; then there is the cinema unit, which we have referred to, then broadcasting has been discussed, and the film strip, of which considerable use has been made in certain areas, particularly in the West Indies, I think. (Sir Frank Stockdale.) To a certain degree; they are beginning that. (Mr. Cox.) Then there are ancillary visual aids, such as posters and demonstration models and so forth. But we do report a good deal of work, except in certain primitive areas, on the illiteracy side. Over a wide area, a reasonable percentage of the population has had two or three years at school at some time, and if by further short courses they can be made effectively literate, even at a very rudimentary level, then the lasting effect of an adequate and regular supply of literature, especially through periodicals edited for them, is likely to be great, and we do attach considerable importance to that.

715. I wonder if it would be possible in the memorandum which you are preparing for us to relate the number of cinema units, development teams, demonstration groups, or whatever technical methods you employ, to the populations in the areas and the illiteracy percentages?—(Sir Frank Stockdale.) I do not think that we should have that detailed information in the Colonial Office. We should have to get it from all the territories. We would only know that

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in the broad outline and not in the detail of separate units.

Chairman.

716. In preparing this memorandum for the Committee, you might put the countries in the order of those which are more advanced than the others?—(Mr. Cox.) Yes, Sir.

717. You consider that some countries are more advanced than others?—Yes. Are you confining that to Africa?

Chairman.] No.

Mr. Edward Davies.

718. Do you get any assistance from the British Council in any of your work?—Indirectly, yes Sir. The British Council runs institutes in a number of the colonial territories. It has fairly deep roots in certain Middle Eastern or Mediterranean countries exposed to foreign influence. Work on that started before the war in Aden, Palestine and Cyprus. In those territories the British Council has gone a good long way, particularly in the teaching of English and giving a certain amount of assistance to English schools, schools in which English education is emphasised as opposed to, say, Greek education in Cyprus; but that is a very special part of that field. The main direction in which the British Council has helped for the last two or three years during which it has extended its activities, say, in West Africa, or in the West Indies, has been in the provision of library services. That has really been the chief contribution.

719. Is there some means of consultation with you, as the Education Adviser, as to what their programme should be?—Yes, there has been. I think the principal changes in policy as regards the British Council's efforts in the colonies would come to the Educational Advisers. We should see those and have our say in them. The last big change in policy was when it was decided that the British Council's efforts should mainly be directed towards library services, and that even in areas where they had been established for a long time the British Council were doing work which was really the work of the Government, and unless there were very special reasons that was not encouraged. (Sir Frank Stockdale.) As far as the West Indies were concerned, their work in connection with libraries and scholarships of a cultural character has been very good.

720. We are anxious to get all the outside aid that we can, and in that connection one wonders how far U.N.E.S.C.O. has got and whether you have any consultations with them?—(Mr. Cox) Yes. We are represented at the Ministry of Education on the national co-operative bodies, and at the annual U.N.E.S.C.O.

conferences the colonial side is represented. I was at the conference in Mexico City in November as one of the Advisers, and in that delegation, some were chosen from the field of colonial experts. There was Dr. Margaret Read of London University; and two from the colonies themselves, one from Ceylon and one from the West Indies were invited to come along. Actually only the adviser from the West Indies came; the one from Ceylon was prevented from coming at the last minute. I think that direct help in the Colonial field is most likely to come from the development of the mass education side, in the direction which they call "fundamental education," in the way of U.N.E.S.C.O. becoming increasingly a clearing-house for information on mass-education work done among primitive populations in the Member States generally. We, on our side, pressed very much for the development of this clearing-house of information particularly in the questions which we have been discussing. If you take broadcasting, we want to get detailed information of where any concentrated attack is being made on the problem of ignorance, and we want to know as much as we can about it, and that was the main result of this year's Fundamental Education Section of the U.N.E.S.C.O. Conference; there was increased emphasis on this supply of information to all the Member States.

721. I am sure that is a most useful development, and it did occur to me, in regard to Sir Ralph's question about broadcasting, that when he had in mind things which he clearly wished to relate not only to education in its narrow sense, but matters of health, hygiene, nutrition, and so on, the ordinary laws of health which are fundamental, are problems, I should have thought, which concerned all peoples, whatever interest they may have in a Colony. Well, I hope you have some good assistance from that quarter. In regard to English, you say that there is a great demand for English. I suppose that one of your problems is to obtain an adequate supply of teachers?—Yes.

722. And is it your policy, as far as English is concerned, not to teach English directly to all the people who want it, but to train people to go out in turn as teachers?—Yes. With the adults we are encouraging as much experiment as we can in the methods of attacking illiteracy, and of course it is only in the English-speaking areas that English would be the language used in attacking illiterates. As regards the schools, or in organising classes and institutes and so forth, for those who wish to learn English, the problem is one of training enough people to become teachers of English. It is that, for instance, in Tanganyika, which has put a brake on the progress made in introducing

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English into the primary schools. We just have not got enough people coming forward with a knowledge of English to be trained as teachers in English. The principle of using the individual to train his neighbour to teach is one which has been tried out in the Copper Belt, in attacking illiteracy, and it is the principle of Laubach, the American, which he tried out first in the Philippines, and it has also been tried out in certain British Colonies.

723. In your capacity as Educational Adviser, you must see all these problems looming up, and you must resolve in your own mind an order of priority as between, say, technical people and general educational people in the various categories you have. You have some sort of idea of building up shock troops of people coming in from the Territories into this country and going out from this country the other way; can you tell the Sub-Committee how far that is working out successfully?—Do you mean the use of shock troops in the attack on mass ignorance in the countryside?

724. Yes, and in the day to day problems which arise, technological problems?—Yes. That is why, in the last 18 months, particularly, since the Corporation policy opened up that whole new field, we are increasingly thinking of the technical educational side in all its aspects, supplying the most obvious types of shock troops, because without that we cannot make any progress. Then the second thing is that secondary education and higher education is, in certain branches, very much connected with the development plan as a whole. Then, as regards mass-receptivity and the campaigns where we are pressing increasingly for concentration on certain areas and using certain techniques, I must admit that progress has not been very good, for the reason that I gave. (Sir Frank Stockdale.) You are really referring to the

East African Groundnuts Scheme?—(Mr. Cox.) Yes. (Sir Frank Stockdale.) In connection with that, they put in a definite training scheme for training tractor drivers and so on, and the last report I saw on that was most encouraging—more encouraging than what one might have expected.

Mr. Norman Smith.

725. Regarding the primary education in East Africa in order to provide young fellows fitted to become mechanics for the upkeep of locomotives, tractors and so on, does the curriculum in primary schools include woodwork and metal work?—Yes, in advanced primary schools. I am sorry to say that the primary course, for reasons of cost, has to be limited to four years or, at the most to six years.

726. Young boys in these schools use tools, do they?—They are not on the metalwork side, but as far as we can on the woodwork side, tools are used.

727. But it would be possible, would it not, without much expense, to include metalwork in the curriculum?—I am afraid it would cost rather a lot.

728. But it would be essential if you wanted to produce people similar to those who are trained in Crewe or Swindon?—Yes.

729. In World War I it was quite well known that people who had been clerical workers or shopkeepers became mechanics surprisingly quickly. Would that apply to youngsters in East Africa?—I think it might. I do not know. I was wondering whether the attitude shown in the Army when they got the chance of being trained on a large scale did not suggest that that might well be so.

Chairman.] We are very much obliged to you, gentlemen, for the assistance you have given the Sub-Committee.

The witnesses withdrew.

Adjourned till Tuesday next.

TUESDAY, 17TH FEBRUARY, 1948.

Members Present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.

Mr. H. D. Hughes.

Wing-Commander Hulbert.

Sir Peter Macdonald.

Mr. Parkin.

Mr. Norman Smith.

Mr. William Wells.

Mr. Yates.

Sir EDWIN PLOWDEN, K.B.E., Chief Planning Officer, Economic Affairs, and Sir FRANK STOCKDALE, G.C.M.G., C.B.E., Vice-Chairman, Colonial Development Corporation, called in and examined.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Chairman.

730. We have to-day the advantage of the assistance of Sir Edwin Plowden, and

Sir Frank Stockdale has kindly agreed to come here too although our chief concern will be to ask Sir Edwin Plowden to give

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the Committee his assistance. Sir Edwin, for the purposes of the record may I ask you just to describe your official appointment?—(Sir Edwin Plowden.) My title is Chief Planning Officer, and I am Chairman of the Economic Planning Board and am responsible to the Chancellor of the Exchequer.

731. Now that Sir Stafford Cripps has become Chancellor of the Exchequer have you moved over to the Treasury?—Yes. I was originally responsible to the Lord President of the Council when I was first appointed, and then to Sir Stafford Cripps in his capacity as Minister for Economic Affairs, and when he became Chancellor of the Exchequer I continued to be responsible to him, and, as announced by the Prime Minister recently, I am now part of the Treasury organisation but my organisation retains its separate identity.

732. Have you got separate offices or are you functioning in the Treasury now?—We are sitting in the same rooms as we were when we were in the Cabinet Office.

733. We are right in assuming, are we not, that your task is to exercise a general oversight in regard to all these planning matters?—Yes.

734. Are there any terms of reference which have been given to you, or is it left completely vague?—The terms of reference, which I am sorry to say I do not carry in my head, were announced when the Prime Minister announced the creation of the post in the House of Commons, I think it was, on March 27th of last year. They are roughly covered by what you have said, Sir, that is, to exercise a general oversight.

735. That covers matters of priority for instance, I take it, which are necessary if plans are going to be carried out?—My functions are advisory; they are not executive.

736. But supposing some problem arose which you were considering in your position and it became obvious that it could not be carried out unless there was a certain allocation of material, would it be your duty to point out that, without that material, the plan could not fructify?—It would depend upon where it occurred. It might be the duty of the Department concerned to point that out. Materials are allocated centrally by the Chairman of the Materials Committee.

Mr. Parkin.

737. He is the Economic Secretary of the Treasury?—He is the Economic Secretary of the Treasury.

Chairman.

738. With whom you are in very close touch?—Yes.

739. But the Committee may take it that in considering all these plans you do take into account the fact that there is a limited amount of material available?—Certainly.

740. And the allocation of that material would surely be within your province to advise on?—Yes, to advise upon. The allocation would be done by the Chairman of the Materials Committee.

741. Who would be in a position to issue a word of warning if you thought that too much was being assumed regarding a scheme without taking proper account of the possibility of getting materials?—That would be either the duty of the Department concerned, or mine as exercising a general oversight.

742. It might be one or the other?—Could you give me a specific instance, Sir?

743. May I give you this example: We have had a good deal of evidence from the Ministry of Food about this much-discussed East African Groundnuts Scheme, and in the Supplementary Estimate issued the other day various explanations are given as to why the original Estimate was exceeded. Some of the points there mentioned seem to us to be rather obvious ones and might have been thought of. When that scheme was put forward for consideration by the Ministry of Food, I take it it must have been submitted to you at some stage?—No, because that was prior to my appointment.

744. Therefore, you have never had any supervision of this scheme at all?—No.

745. Does that mean that once a scheme is launched and gone you are not interested in it? You are only interested in prospective schemes, is that it?—I was trying to think in relation to this particular scheme. I would have no more interest in that except in so far as it had a continuing demand for resources.

746. If it had a continuing demand for resources then it would be in collision with other schemes that you wish to put forward?—Yes.

747. Does not that bring us right up against this question of priorities in materials?—Yes, I think that is what I said before, that I would advise the Chairman of the Materials Committee, who would decide how the materials should be allocated.

748. Although you were not brought into the picture in the early days, we have been told in evidence that part of the delay has been caused by difficulties of transportation and the handling of the goods at the port, and that continues and is likely to continue until steps are taken for the construction of this new port. That is a project which has hardly got going yet; it is supplementary to the main scheme but

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[Continued.]

part of it. Does that come under you?—Not unless it was of sufficient size that it really was going to make a difference to the over-all picture.

749. Do you, in your mind, classify these schemes in order of importance on any sort of yardstick?—Well, I think it is difficult to answer that question. I do not think I quite understand what you mean. Do you mean at what point it would come to me, or what?

750. Let me put it in another way. Arising out of the evidence we have had, I think we all appreciate that the manufacturing capacity of this country is being strained to the utmost?—Yes.

751. And certain allocations of manufactured goods are earmarked for the export trade; certain of them (a very small proportion) are allocated for home consumption; and there are all these schemes in connection with colonial development, to which great importance is attached, and in some cases those schemes will be held up owing to the fact that the allocation of essential machinery and so on has been earmarked for, perhaps, the export trade. Does it come within your province, if a scheme is sufficiently large, because that was your expression just now? I was wondering what sort of size you meant by saying "sufficiently large"?—May I give the Committee an example of something which occurred the other day. It was a case of the movement of certain commodities in West Africa, and it was found that those could not be moved at the speed required because of the shortage of railway rolling-stock. That did come to us to see whether we could, by re-arrangement of the railway wagon building programme of manufacturers in this country, accelerate the delivery of the necessary wagons to West Africa, and that meant going to the Ministry of Supply and getting them to deal with the railway wagon builders to see if this programme could be altered. That is something, although not a very big matter, involving 100 wagons, in which we were able to assist. So it is not perhaps the size of the scheme; it depends; it may be quite a small scheme and it comes to us; and it might be quite a large matter and it does not come to us. Does that answer your question, Sir?

752. Yes, up to a point; but I am still a little bit in doubt because it seems to this Committee that the prospects of a great many of the schemes which are contained in this White Paper are unlikely to be carried out for a very long period. It means that Parliament is being asked to approve certain Estimates now and a great many people think that by the passing of those Estimates the schemes will get under way. Now there is going to be a tremendous lag in many of those schemes,

and I wanted to know whether you have any views which you could give this Committee as to whether you attach primary importance to helping these schemes which in turn will help this country, rather than, say, sending vital machinery to South America or other countries, which is all right for the export trade but which will put our own projects back a long way?—I think the short answer to that question is "Yes." As the Committee will remember, some time in the autumn there was a White Paper published on the capital investment programme, which showed the Government decisions on the extent to which the investment programme of this country should be cut down so as to free resources for the export trade. That was done in part under my aegis and that of my staff. We went through all the programmes of the different Departments and arrived at, as far as one could do so, reduced programmes. Now, together with the interested Departments, particularly the Colonial Office, we are setting out to do something similar in the Colonial Empire. The Chancellor of the Exchequer announced some little time ago that colonial development had been brought within the aegis of the Planning staff. We are dealing with that, and our object is to relate the demands of the Colonial Empire to the demands of home investments and to the demands of the export trade.

753. You are trying to hold the balance as between the two?—As between the three.

754. But it still means, does it not, that you know what the manufacturing capacity of this country is in certain items and that there is a tremendous demand for certain types of manufactured articles; everybody wants them?—Yes.

755. And there is nothing which you can tell the Committee which would help us in regard to the way in which priority is given by the Materials Committee in dealing with that?—Can we take a specific instance? There is a demand for railway equipment by the home Railways, by the colonial Railways and by railways overseas; for instance, the Argentine Railways. We do attempt to advise the interested Departments—in this case it is the Ministry of Supply—on how the capacity shall be divided between these demands, and as a result materials allocations are made to conform. Materials allocations are made to the Ministry of Transport for the home railways and to the Ministry of Supply for overseas railways; that overseas export of equipment covers both the colonial railways and the foreign railways.

756. Take the total capacity of the steel industry, for instance. You know exactly what that is, and it is no use making a re-allocation in regard to wagons or locomotives or rails because it has got to be

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within the compass of the total production of steel, has it not?—Yes.

757. Going right back as far as that, does anybody allocate the proportions of steel for those different uses?—Steel would be allocated to the Ministry of Transport for the home railways programme. Take wagons for instance: 48,000 wagons are to be built in 1948 for the home railways. Steel will be allocated to the Ministry of Supply who will, within that global allocation, have a certain proportion which is allocated to the wagon builders for export, which covers both export to the colonies and to the rest of the world. Then that proportion—say it be 10,000 wagons—will be divided between the colonies and the rest of the world.

758. On this question of railway rolling-stock, the bulk of the colonial development is dependant on metre-gauge railways, or a great deal of it is, is it not?—(Sir Frank Stockdale.) Yes; it is narrow-gauge railway, but not in the case of the Kenya-Uganda Railway, which is on the African gauges, which is 3 ft. 9 in.

759. Anyway, it is not normal gauge railway?—No.

760. That means that if you are going to look far enough ahead, somebody presumably now is thinking of how we are going to produce the railway stock for a gauge other than the normal gauge, and it takes some time to tool and jig up. Is that being done?—(Sir Edwin Plowden.) Yes.

761. But the capacity of the rolling-stock manufactured in this country is far below the requirements, is it not?—Yes, far below the stated requirements. I am not quite sure what the home railways demand was, but it was certainly far in excess of the 48,000 which was eventually authorised as their programme.

762. But the stated requirement has got to be related to the actual steel output?—The programme is related to the steel output.

763. What I am trying to get at is this. From what you have said to the Committee now, I do not see how we are going to determine, in making a report to Parliament, how soon a lot of these schemes can in fact be carried out. Now there is a time-limit laid down for these things, is there not, and if a colony is encouraged to believe in Scheme "A," which it very much wants, and it is going to be held up for two years before you get the plant and machinery, it means that it may hang over beyond the 10-year period, and that means that it may not be done. Do you think it would be of any use to this Committee to make it quite clear in its Report both to Parliament and to the colonies that in drawing up these schemes it must not be assumed that they can be completed within a time limit?—I am not in a position to

comment on the schemes you have in mind, but in general it is perfectly true to say that the demand for engineering products and consequently for steel is far in excess of the capacity of the world to supply it. That does not mean that particular schemes should not be dealt with, if they are selected.

764. But it does mean that with a limited size of cake to cut up it is really important to know which plates you are going to put it on. Therefore, does not it mean that you will have to grade these schemes in order of priority?—We must select the schemes and put them into our programmes. We can say "We will do these schemes and we cannot do those others."

765. In the White Paper they are all put down on a flat rate?—(Sir Frank Stockdale.) Yes.

766. And there is nothing to indicate whether Scheme No. 36 is of less or more importance than, say, Scheme No. 300?—(Sir Edwin Plowden.) There is no doubt that they will have to be selected in some order of priority.

767. But no steps have yet been taken to do that?—(Sir Frank Stockdale.) Well, the Colonial Governments have got on with those schemes which they can get on with, for instance communications, roads and so forth. Those are schemes which they are getting on with faster than any of those involving the importation of machinery. You will find in the case of Nigeria, and in the case of Tanganyika and Kenya that they are getting on with their road programmes. In the East African territories they have actually let a lot of that work out to contractors, who already have agencies in East Africa. So that the colonial governments are themselves endeavouring to put into force those schemes which do not make a great demand on engineering equipment or machinery from this country, and they naturally have to postpone such schemes as water supply schemes or schemes involving supplies of heavy engineering material. They are sorting them out to the best of their ability.

768. But that does not alter the fact that if it is put out to a contractor or done by the colonial government themselves, they probably want cement-making machinery, concrete and all the rest of it?—That is true.

769. The Groundnuts Scheme, we were told, has been held up because they could not get the appropriate tractors, because there is a shortage of tractors?—(Sir Edwin Plowden.) There is a world shortage of tractors.

770. Once a scheme is launched, is it not better to concentrate on that and get it done, rather than spread the available material over a much wider field and not

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get it done?—I quite agree. That is what we have tried to do in the investment programme at home.

771. Has it been laid down as a definite rule by the Treasury that if there are certain types of machinery available on the Continent in the sterling area, they are not to be bought abroad for use in the colonial empire?—I am afraid I am not able to answer that question. I do not know.

772. I do not want to tie you down but would your advice be that if it is a good plan it should be proceeded with even if it means acquiring machinery to carry it out from a country other than this country?—Do you mean like the United States?

773. No, not a dollar-country. Supposing there were some machinery available in Belgium, would it be absolutely forbidden to purchase that machinery and send it out to a colony?—I do not know whether it is or is not. Belgium is a particularly bad case because Belgium is a very hard currency country.

774. Give me a country which is not so hard?—France.

775. I do not think they have much surplus capacity there, have they?—No.

Sir Peter Macdonald.] That is why the currency is not hard.

Chairman.] That is probably the answer. In fact such a place does not exist.

Mr. H. D. Hughes.

776. You say that you are drawing up a capital development plan for colonial development in the same way as the one which has been drawn up for home development. What is the time-table? When is it likely to be completed?—It is not likely to be in anything like the same detail as the home development plan, because of the circumstances; you are dealing with about 36 different governments. A great many different colonial governments have their own development plans and there are all sorts of things which are of local interest and which really do not concern us at all. I think that in surveying the whole colonial field we must confine ourselves to the largest schemes and the schemes which are particularly dependent upon exports from this country. We could not concern ourselves with the building of local schools and hospitals, but we would be broadly concerned with the amount of steel which a particular colony wished to have.

777. It will presumably cover all the imports of basic materials in short supply to the colonies from this country or the sterling area, or the dollar area if any are contemplated?—Well, it cannot of necessity be a detailed programme, because it would not be possible to do that. The require-

ments of the colonies are supplied out of the export quotas laid down by the Board of Trade, whether they go to the colonies or to South America. But in the case of railway equipment we shall try and make a definite programme for the amount of railway equipment to go to the colonies. These things can be programmed on British industry. You cannot in detail programme the consumer goods.

778. By what date do you hope to have this programme worked out?—I think it is bound to be a continuous process; otherwise you get into terrible trouble if you are not prepared to keep all this planning as a continuous process. So that in fact it has already begun, and as we go on it will get better.

779. You will have something like this White Paper but not in such detail as for the home development?—I do not know whether the Government will produce a White Paper or not comparable to the White Paper on Capital Investments.

780. At the moment, you said, some colonial schemes come to you and it is not really a question of their size. What is the criterion for reference of a colonial scheme to you?—I think that was given in my reply to the Chairman's question about a particular thing which appeared to have gone wrong, and I tried to tell him of one that had come to me.

781. You are really a "head-aches" department as far as colonial development is concerned; is not that so?—Inevitably any central organisation in Whitehall does get headaches sent to it, whether they concern colonial development or anything else. I would like to make it quite clear that my total organisation consists of about 30 people, including clerks and typists.

Mr. Norman Smith.

782. Did you say 30 people?—About 30 or 35 people; it is of that order.

Mr. H. D. Hughes.

783. You were talking about an overall steel allocation which covered export and the colonies together. When that has been given to the Ministry of Supply, who breaks it down as between export and colonial development? On what basis is it broken down?—I did not say exactly that. The management of the export steel allocation is actually looked after by the Board of Trade, and they, together with the Colonial Office, agree the amount that shall go to the colonial empire.

784. I see. You have got the Colonial Office coming in there. It has got to cover the 10-year colonial development plan. It has also got to cover the plans of the Colonial Development Corporation. Then you have the Overseas Food Corporation

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coming in. Then you have the plans which originate at the Colonial end.—(Sir *Frank Stockdale*.) Replacements?

785. Yes. Who programmes steel allocation, shall we say, as between all those varying competing elements within colonial development itself?—(Sir *Edwin Plowden*.) What kind of steel? Do you mean the export of finished steel as such? That is dealt with by the Board of Trade and the Colonial Office. Or do you mean the steel which is allocated to make railway wagons and then either goes to the home railways or overseas or to the colonial empire?

786. Let us say steel for railway wagons?—Steel for railway wagons, if for export, would be allocated to the Ministry of Supply for the manufacture of railway wagons. It would be the railway wagons which are allocated either to South America or to the colonial empire.

787. By the Ministry of Supply?—In conjunction with the Board of Trade and the Colonial Office.

788. I see. Now taking it a stage further, following these railway wagons down the line a little bit until they get allocated to the colonies: whose job is it to allocate them as between the Colonial Development Corporation, the Overseas Food Corporation, the individual colonial governments and so on?—I am sorry; I do not think I follow that.

789. You have got all these people who are competing for steel for railway wagons?—No; they are competing for the railway wagons.

790. All right, yes?—It is a very important distinction.

791. Very well. Then who decides who is going to have a railway wagon first?—You mean as between Nigeria and the Gold Coast, for instance?

792. Yes, and as between the Colonial Development Corporation and the Government of Nigeria.—(Sir *Frank Stockdale*.) No, the Colonial Development Corporation are not competing for railway wagons, because they have no project involving railway wagons at this stage.

793. Well, the Overseas Food Corporation, who are, I presume?—(Sir *Edwin Plowden*.) I am afraid that I do not deal with the way in which the Colonial Office divides up the orders for materials from the colonies through the Crown Agents.

794. In fact that is presumably one of the jobs that Mr. Gorrel Barnes will have to take on?—Yes, or someone who works alongside him.

Chairman.

795. Following that point up, we were told that Mr. Gorrel Barnes is being appointed in order to help with planning.

Presumably you would be in very close touch with Mr. Gorrel Barnes?—Yes, certainly. He is only just beginning.

796. I take it that the reason for his appointment was to fill in that gap?—Yes.

Mr. Parkin.

797. Following up this question of the size a project has to be before it comes to the notice of the Planning Department we have had evidence that in the last twelve months every working day one new or supplementary scheme has been approved. That is for the colonies. In addition to that there is a steady stream of private projects all over the colonial empire. Is not it clear that if only half of those appear to be trivial, there will still be a demand for materials which will probably outweigh all the commitments on the Argentine Trade Treaty? What hope is there of your eventually getting your eye on to this stream of commitments?—I cannot talk about the past because I do not know about it. It has only been in the last 8 or 10 weeks that it has been my responsibility to have anything to do with capital investment in the colonial empire. What we are doing is, together with the Colonial Office and with Mr. Gorrel Barnes who has recently been appointed, to try and get as comprehensive a programme as it is possible to get of the main demands on this country from the colonial empire, together with the interested parties, that is the Colonial Office and the Colonial Development Corporation, to decide which of those shall be met first, and to see that those requirements are met from the capacity of British industry or anywhere else from which it may be possible to get supplies. If, under the Marshall Plan, American capacity is made available, so much the better.

798. I put down a Question to the Chancellor of the Exchequer to-day, but unfortunately it was not reached, but the Economic Secretary of the Treasury, who was going to answer it, told me beforehand that the information I asked for could not be supplied in the form in which I asked for it. I asked for a statement of our commitments in capital equipment under all the recent bilateral trade agreements under all the colonial development schemes and under the needs of reconstruction at home, set against the production from British industry over some recent period. Now are you working towards the day when you will have that information available?—I think if we were to try and work out programmes over such a wide range we should never do anything else but prepare programmes.

799. But somebody else is preparing programmes and entering into the commitments; every day more commitments are entered into, and are you not notified?—What are you referring to?

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800. Commitments to consume the production of British heavy industries, particularly steel?—There is no attempt to do the detailed planning of different firms in Whitehall.

801. I am asking if it is reported to you that fresh allocations are being made day by day, thus reducing the amount you have got to play with for your simpler schemes, such as dividing up the railways between the Argentine and the colonies and so on?—I do not keep a running register of the orders placed on British industry.

802. But you have told us that you are preparing a record of the requirements of various railway customers, British overseas and colonial, and—I did not say we were preparing a record of overseas requirements. I said we were trying to find out what the colonial demands for railway equipment are. That is a very different matter from finding what the overseas demand is. The colonial demand is all placed through the Crown Agents.

803. That at least is now being transferred to you. The other information is available through the Department of Overseas Trade, because they know what they have promised?—Do they? You know more about that than I do.

804. We sometimes see an agreement where it says that in so many months or years so much equipment will be delivered. The answer is that we have not got to that stage in planning when we really know how many nails have been driven into the tank to reduce the flow?—We have no information of the comprehensive kind that you read out just now, and I see no possibility of ever having it.

Chairman.

805. Regarding what Mr. Parkin was putting to you just now, I believe in the Anglo-Russian Agreement we are going to get this grain and in exchange we have entered into an agreement to supply certain manufactured articles to Russia. That is surely quite well defined and known?—That is so.

806. I think what Mr. Parkin meant was this, whether that commitment is taken into account?—That is taken into account by the Ministry of Supply; it was certain heavy capital goods, electrical and otherwise. They would probably have fairly detailed programmes of the manufacture of those particular goods, but it is only a very small fraction of the engineering output of this country.

807. But it is a commitment into which we have entered, and they notify you as to that commitment, do they?—They would not notify me, because that would be dealt with by the Ministry of Supply within their own comprehensive programme.

808. But would not it affect your calculations as to what planning can be undertaken?—It would affect the Ministry of Supply.

Mr. Parkin.

809. But above the Ministry of Supply is the Cabinet Materials Committee?—The Materials Committee does not allocate steel, for instance, in detail as between the different firms. That is dealt with by the Ministry of Supply.

810. But it is allocation between Departments?—Yes, but the Ministry of Supply is responsible. They will deal with the allocations to the different sections of the engineering industry.

811. According to the instructions of the Materials Committee?—No, they will do it within the allocation made to them by the Materials Committee for the industry. They will allocate it as between two firms.

812. But only to firms which are committed to orders for the Ministry of Transport, or—No. If a firm was making something for the home market it would allocate steel to that firm.

813. But not if they have been told not to by the Cabinet Materials Committee?—But the Cabinet Materials Committee does not say that John Smith shall not have steel.

814. It does say that no one shall have steel unless he is using it for certain purposes, dividing it between the different people of the country, the Ministry of Transport, the Ministry of Supply itself in its dual function, the Department of Overseas Trade and for Colonial Development?—I am afraid you have taken me out of my depth. We started with the instance of heavy equipment in the Russian Trade Agreement, and that is an exception. I do not think there is any other trade agreement in which we have definitely undertaken to deliver particular things, but again I do not deal with trade agreements so I do not know. That is relatively easy to do because it is a few things for one country, and the Ministry of Supply can do that because they will know, for instance, the programme for heavy generating plant of the heavy generating plant manufacturers, the English Electric Company, Metropolitan-Vickers, and so on, and they will be able to arrange with these manufacturers that they will make so many for the Central Electricity Board and so many for Russia.

815. But that again is a Cabinet Materials Committee decision?—No.

816. But the Ministry of Supply does not decide whether the generating equipment shall go to Russia or not?—That is decided by the Government in the Trade Agreement that is made. It is nothing to do with the

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Materials Committee. The Materials Committee has to allocate steel in accordance with the particular decision.

817. May I put an ideal example of the way I would like to see planning work. It could be that in ideal conditions, examining all these commitments, we came to the conclusion that there were far more demands for railways than the railway equipment industry could fulfil, or that it was not economic for them to expand in order to fulfil. Then someone ought to go to the Colonial Office and say "Look, boys, railways are out as far as a certain proportion of the colonies are concerned. You had better forget them and concentrate on roads." Then there would be a fellow at the Colonial Office who would say "That suits us because we had only decided on balance to go for railways, but roads have a great number of alternative advantages, and so we are prepared to reverse our decision in the light of what you have told to us." Then the Colonial Office would go back to the Ministry of Supply and they would say "This suits us perfectly because if there is one thing which has got a future it is the good British commercial heavy vehicle, which has a good long-term prospect throughout the world. We are delighted, because it solves our problem. It gives us a chance to build up an industry which we think will have more world prospects than railway engines." Are we working towards a system whereby that quick interchange of opinions will be possible, or are there insurmountable barriers to those contacts?—(Sir Frank Stockdale.) On the question of railways, as far as I understand the position, the colonial demands are for replacements of existing railways and increasing of the railway stock on those existing railways to carry increasing production in the territories concerned. To my knowledge there are only two new railways under consideration in the colonial empire, one in Tanganyika in respect of the lead mine which is being developed there, and I do not think a road could possibly handle that traffic because of the heavy load of comparatively low-freight-paying material; and the other one is the projected railway for the Groundnuts Scheme in Southern Tanganyika. Those are the only two railways that I know of under consideration in the colonial empire at the present time. I do not know whether that helps you. I do not think it would be possible in those two cases to say "Oh well, we can do those with road transport."

818. It helps me as far as it confirms the good judgment of the Colonial Office, but what it does not show me is whether there is any impact on the Colonial Office of other factors which it is not their job to know about. We will assume that they reach their own decision with sound judgment on good evidence, and it might be that some outside factor would make desirable that

they should change their plan?—(Sir Edwin Plowden.) But that happens now the whole time. It is not dealt with by the Colonial Office alone. It would be dealt with by the Colonial Office in conjunction with other interested Departments, including my own organisation. If I understood you rightly, you assumed that it was dealt with quite separately by the Colonial Office.

819. Sir Frank Stockdale intervened to answer my question about the railways by saying that the decision to build certain railways had been reached on internal evidence available to his Department.—(Sir Frank Stockdale.) What has taken place in discussions with the other Departments I am afraid I do not know.—(Sir Edwin Plowden.) There is a constant interchange of views, and particularly, since the setting up of my organisation, with us.

Sir Peter Macdonald.

820. In allocating steel and other equipment, do you do it by allowing the colonial governments to parcel out the allocations to the various schemes within their colonies, or is there a directive given?—(Sir Frank Stockdale.) As far as I can answer that, the colonial government would indent on the Crown Agents. Beyond that, I do not know what would happen, except that the Crown Agents would try to fill those requirements.

821. And from there it goes to the Ministry of Supply?—I presume so. Perhaps Sir Edwin Plowden could say how it goes from there.

822. For instance, in Malaya, which has various projects under consideration, would you consider the needs of industries such as the tin industry in Malaya, which requires a great deal of rehabilitation and re-equipment at the present time, when deciding whether they should get the equipment for their schemes?—I cannot answer that definitely. I know that there has been a good deal of consideration between the Colonial Office and Malaya in respect of the tin industry.

823. The tin industry would have to make that application through whom, their government or the Ministry of Supply?—Through their government, I would assume.

824. They have a Supply Minister there?—Yes.

Wing Commander Hulbert.

825. You said that you only see certain schemes. Could you give the Committee any idea of what type of colonial scheme would, as a matter of course, come under your purview?—(Sir Edwin Plowden.) I am wondering whether I have misled the Committee in saying that we only see certain schemes. I think the question originated with the Report on the East African

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Groundnuts Scheme, which was part of a scheme which was approved and started before my organisation came into being. My reply really related to things that were brought to us which I think Mr. Hughes called "headaches," and that particular one had not been brought to us. I think I illustrated it by saying that in West Africa that particular shortage of railway wagons had been brought to our attention. But since we have been told to get an overall picture of requirements for capital development in the colonies, the principal schemes, those which the Colonial Office consider principal schemes, will come to us and be dealt with in the overall picture, as I illustrated a moment ago. So in theory all schemes that are likely to make any considerable impact on the requirements from British industry will be taken into account, but not schemes concerning local roads, local building and so on.

826. What instructions have been issued to the Colonial Office or to other Departments of State to have complete liaison with your organisation?—When my organisation was set up all departments which had supply problems were instructed to have liaison with my organisation; so it is only carrying on that original directive.

827. I believe that you said in regard to the 100 railway wagons that you gave certain advice to the Ministry of Supply?—I think it would be more correct to say this, that one of our people went to the Ministry of Supply, after talking to the Ministry of Food and the Colonial Office, who were both interested in this particular matter, and, together with them, worked out a re-arrangement of the railway programme to get wagons on to that railway quicker than would otherwise have been the case.

828. But did the Colonial Office come to your organisation because they had previously failed with direct contact with the Ministry of Supply? I wondered why they went to you?—This is a difficult question to answer. I can only guess at the answer. I should think they came to us because being at the centre one can very often do things more easily than people who are not at the centre.

829. But now under the new directive they would automatically come to you?—This would be a re-arrangement of a programme. I would hope that they would not come to me over everything that went wrong. They would normally settle it with the Ministry of Supply, but this did require a re-arrangement of programmes. In addition to the 100 railway wagons there were 20 boilers and 25 locomotives.

830. You did say at the beginning that your duty was purely advisory. Supposing the Ministry of Supply on that occasion said "We want these wagons for

Russia or for the North of Scotland," you have no powers in your set-up to give an instruction that Tanganyika or Kenya is to have those 100 wagons?—No. I am adviser to the Chancellor of the Exchequer, who has the powers.

831. The Chancellor of the Exchequer having powers over the Supply Departments?—He has got general oversight over economic affairs, and therefore if there was a question of dispute it might be settled between him and the Minister concerned, or it might go higher.

832. But you yourself, or your organisation, have no such powers?—No.

Mr. H. D. Hughes.

833. Have you any direct access to the Materials Committee of the Cabinet, for example?—Part of my staff acts as Secretariat to the Materials Committee, and it is part of my duty to advise the Chairman of the Materials Committee.

Wing Commander Hulbert.

834. What does your senior staff consist of, which would have any impact on these problems? You said you had 30 staff altogether. What grade are they for dealing with these other Departments?—You now take me into a field where, as an amateur civil servant, I really do not know what I am supposed to say in reply to that question, whether I am supposed to retain dumb silence or refer you to the head of the Treasury.

Chairman.

835. It is the custom to ask witnesses to say just exactly what they like in order to help the Committee?—I think on staffing matters I really would rather refer you to the Treasury. As I say, I am only an amateur civil servant.

Wing Commander Hulbert.

836. Have you any deputies or any one on your staff who can go to the permanent head of the Ministry of Supply and talk to him on equal terms?—No. I would do that.

837. There is a question of requirements from the colonial governments. I think you said that they go through the Crown Agents?—(Sir Frank Stockdale.) Yes.

838. So each individual colony can put its requirements forward through the Crown Agents?—Yes.

839. At what stage do the Colonial Office sift those in order to see whether Colony "A" should have priority over Colony "B"?—Such sifting is done by the Crown Agents.

840. So the Crown Agents decide as to whether Kenya or Uganda should have these 100 railway wagons?—I think it is a question of availability.

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841. There is no system where "X" number of railway wagons are allocated to the colonial empire as a whole?—Not that I am aware of.

Chairman.

842. I think that is a question which Sir Sidney Caine would have to answer?—I am not aware of that. Being a supply problem, I could not answer it with finality.

Mr. Edward Davies.

843. Sir Edwin has said that there was one scheme which was more or less floating before he came into his present position, and therefore he is not in a position to give us his views on much of the detail of it. He went on to say that in future he expects that principal schemes from the colonial empire will be brought to his notice?—(Sir Edwin Plowden.) Yes.

844. Have you any idea of the size of the schemes, because what we are anxious as a Committee to establish is that there is some sort of complete view available of the overall position in respect of the demands which are made upon the industrial production of this country, taking into account our own needs, the export position and what the colonies are likely to require; so that we may expect, may we not, in the future that before sanction is given to any considerable scheme for the colonies it would be brought as a matter of course to the notice of your organisation?—That is perfectly true.

845. For example, we have heard that there are investigations in Australia in relation to some sort of scheme similar to the African scheme?—Yes.

846. Now even if it were thought to be a practical proposition it would be brought to your notice?—Yes, I think it undoubtedly would. If a scheme were to be evolved in Australia, not all the requirements for that scheme would have to come from this country; a proportion would be supplied from Australia itself and perhaps a considerable amount from America; but such amount that was necessary to be supplied from this country would come to us, and we would look at it in the light of the demand it would make on British industry.

847. It is not an impracticable suggestion, is it, that these schemes, when they are proposed, could be broken down into very considerable detail to give us a picture of what could be provided in the territory concerned, what would be required from overseas and how far it does impinge on the demand already made upon our industrial production in Britain? We recognise that in matters of road-making and similar things a colony could very well help itself?—(Sir Frank Stockdale.) In respect of colonial development schemes in

a very rough way that is done already. The scheme is divided into:—total £100,000; so much expenditure locally; so much imports from the United Kingdom or elsewhere. But that is only done in a very general way at the present time.

848. The picture which has emerged, if I may say so, is that the Ministry of Supply and other Departments responsible for production of certain commodities in this country have a large measure of executive decision themselves; but what I am exercised about is that the overall capacity is somebody's business?—(Sir Edwin Plowden.) In so far as it is the business of any one organisation, it is the responsibility of my organisation.

849. This may be a stupid question, but supposing one of the big combines were proposing something in the colonial empire of a kindred nature with something which was proposed either by the Colonial Office or by the colonial territory itself, would that be brought to your notice?—Yes. It would come through the Colonial Office within the colonial development picture. We are in course of working on that. That happens all the time: the Colonial Office and ourselves have conversations with individual firms as to what their projects might be.

850. You would agree, would you not, that if that were done it would enable us to fix certain targets and certain programmes, if we were sufficiently on top of a scheme and had the details in front of us, allowing for changes of circumstances which are inevitable to a certain extent?—Were you thinking of this Committee?

Mr. Edward Davies.] I was thinking of the Planning Department.

Mr. Norman Smith.

851. You will appreciate that this Subcommittee is concerned with colonial development only. You, on the other hand, are described as Chief Planning Officer on Economic Affairs, having a much wider scope than this Committee, and the questions I would like to put to you will be devoted to the object of finding out just who decides the extent to which colonial affairs shall come into the picture. You would agree that there is no point in having industry or commerce unless it all hangs on consumer goods being delivered to individuals?—Yes.

852. And also that the population look to the Government to see that the consumer goods are forthcoming, and they hold the Government responsible if they are not? From our point of view, in colonial development we approach it in this way hoping that it is going to result in more food and materials being available to this country; we are thinking of it largely in terms of the returns it will bring to the people of

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this country, and I would invite you to answer this question. Mention has been made of a Russian Agreement, which I believe was not the concern of your department, but which was an agreement by way of bringing to this country almost immediate delivery of certain very welcome food-stuffs in return for the later sending by us of capital goods. That would be an immediate benefit to us. Then there are these colonial services which Sir Frank Stockdale last week explained to us, among them being the well-known Groundnuts Scheme, which will bring deferred benefit to us. Then I would like to put to you a third direction in which action might be taken, and that would be that instead of sending capital goods for Russian grain immediately, or sending railway equipment to Tanganyika for not too long deferred fats, we should use capital goods in our own country, expanding the generating capacity of electricity substations or strengthening up the railway system, which would ultimately bring a still longer deferred benefit of consumer goods by way of quickening production in this country. The question I want to put to you is this, as to whether capital goods shall be sent to Russia for immediate benefit, to Tanganyika for a deferred benefit or whether they shall be invested in this country for still later benefit. Whose is the decision?—The Cabinet.

853. But you, as Chief Planning Officer on Economic Affairs, would no doubt be their adviser. You have, I presume, an office. You have twice this afternoon used the delightful phrase "the overall picture." Might we expect that you would have in your office some graphic representation which would show you, for example, the progress of production of steel for capital goods, in which direction it is flowing, and how soon benefits can be expected? Have you such a graphical representation?—No, I am afraid not.

854. If such a representation existed, would it be in your office or in the Cabinet room?—Do you mean for every product in the country?

855. A representation giving the overall deficiency of capacity in this country for turning out, for example, capital goods. Somebody is deliberately allocating the capital goods as between the immediate, the deferred and the still later return, is he not? And you have agreed in fact that it is the Cabinet who are doing that. Might this Committee understand that the Cabinet has such a graphic representation?—I should not have thought so.

856. Does not somebody have to plan in the light of the returns and the date at which the returns are to start to come in?—I am afraid that is really taking me out of my depth.

Chairman.

857. Mr. Norman Smith is putting a point of view which is always illuminating and interesting to the Committee. He wants to know where this overall picture is to be seen?—I am afraid it is not to be seen anywhere.

Mr. Willis

858. Have not the Board of Trade a Planning Department?—Yes, but I thought Mr. Norman Smith wished to know whether there was a detailed picture of everything in this country, and I am afraid that such a picture does not exist.

Mr. Norman Smith.

859. Would you not consider it desirable to be able to recognise very very quickly whether, for example, colonial development is being over-committed, or whether the home capital expansion programme is being over-committed? Surely you have some method of determining fairly rapidly the extent to which there is over-commitment?—I am afraid that we have not reduced planning to such a science.

860. That is a very useful answer. There is another possibility to which I would like to invite your attention. It has emerged all through these proceedings this afternoon that this country is short of engineering capacity?—No, Sir.

861. And it has been suggested that there might be engineering capacity somewhere else. Belgium was suggested and you very rightly discounted that. But supposing there was in Germany engineering capacity to spare in the way of engineering skill; let us hypothecate that there is; whose business would it be to see that that spare capacity is tapped for the benefit of the colonial development schemes, for example?—I am afraid I would not know.

Mr. Norman Smith.] Now let me invite yet another possibility. Everybody here is agreed that there is a deficiency of engineering capacity. From the point of view of colonial development we should—

Mr. Parkin.

862. I see that Sir Edwin Plowden has his mouth open and I believe he wishes to make an answer?—There is not a shortage of engineering capacity in relation to steel supply.

Mr. Norman Smith.

863. Supposing that could be made up from the United States?—We have not yet been able to obtain the necessary steel supplies from the United States.

864. I think you said that you were adviser to Sir Stafford Cripps. Is that *qua* Chancellor of the Exchequer or *qua* Minister for Economic Affairs?—He is not Minister for Economic Affairs now.

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[Continued.]

865. Would it not be the business of the Chief Planning Officer on Economic Affairs to investigate the possibilities of a financial set-up which would give people in America the benefit of interest in this colonial development, so that we could, without any exchange difficulties, get hold of equipment from the United States in order to speed these schemes up?—It would not fall within my purview but within that of other members of the staff of the Treasury, those that deal with financial matters. I would not advise the Chancellor of the Exchequer on this particular aspect.

866. So it is really not your responsibility to make quite certain that the colonial schemes which Sir Frank Stockdale has mentioned to us are going to fail either by reason of shortages or deliveries from this country, or financial arrangements or other arrangements which neglect to use possible capacity in Germany? None of those things comes under you?—I think you said it would be my duty to make certain that these schemes would fail—no.

867. Are we to understand that it is none of your concern to ensure that these schemes shall not fail by reason of neglect to utilise the American or the German capacity?—I do not understand that.

868. Is it anything to do with your Department to consider the possibilities of German factory capacity for colonial development?—No, Sir.

869. Is it anything to do with your Department to consider whether the Colonial Office schemes are not making too big a demand on the home industries?—Yes.

870. Sir Frank Stockdale, you referred to railway gauges in Uganda which were the same as the gauge in the other African territories?—(Sir Frank Stockdale.) Yes—3ft. 6in.

871. Tanganyika is metre-gauge?—Yes.

872. Is Tanganyika metre-gauge because it used to be a German territory?—Yes, I think so.

873. Is there a possibility of German materials from German factories for that railway?—Not that I am aware of.

Chairman.

874. I would like to ask Sir Edwin two questions on this matter. A vast number of the colonial development schemes which have already been put forward do not really absorb much steel or machinery; only a limited number of those schemes do. I think that we on this Committee would like to have from the Colonial Office, when we get Sir Sidney Caine back again, a list of those schemes which are going to make heavy demands on the productive capacity of this country. They are in the White Paper and there are Estimates for

them. In addition to those, there are a number of these schemes which deal with agricultural development in various colonies. In order to carry those schemes forward, there will be a need in many cases for agricultural machinery, and there is a great demand for agricultural machinery in this country. That would be a very important matter, surely, which would come to you as to how the agricultural machinery should be allocated, would not it?—(Sir Edwin Plowden.) Yes. In practice, over a very wide range of the agricultural machinery industry there is ample for both home agriculture and for a substantial export trade.

875. So that those schemes which involve only agricultural machinery would be put into the category of those which can go ahead without much delay?—The tractors required for a scheme such as the Groundnuts Scheme would be the heavy crawler tractors, which are not made here, or are only made here in small numbers.

876. For instance, in Gambia there is a scheme for development and that would require ordinary tractors and ordinary implements?—(Sir Frank Stockdale.) They have started on that scheme and they have their machinery.

877. Would that go to you?—(Sir Edwin Plowden.) No. It would probably have taken place before we had any oversight of colonial development.

878. But now it would go to you?—(Sir Frank Stockdale.) It is only a small scheme.—(Sir Edwin Plowden.) If it only required some "Fordson" tractors and ordinary agricultural machinery, that would be dealt with between the Colonial Office and the Crown Agents and the Supply departments here.

879. But it is drawing upon our resources here?—It will be drawing upon the amount available for export.

880. And the amount required for home use?—In this particular case, if I understand it rightly, there are adequate supplies both for home use and for a substantial export trade.

881. I think we should all get the position much clearer in our minds if we could have a paper circulated to us indicating which of those schemes made the biggest demand on the production capacity of this country. I hope you realise that we are all particularly anxious to try and get to the bottom of this matter, because I think Parliament and the country think that these schemes are quite easily carried out. As a matter of fact, I think it is very doubtful whether even a small proportion of them are going to be carried out owing to the shortage of materials and productive capacity. If you take the instance which Sir Peter Macdonald mentioned of the

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development of tin mining in Malaya, that is very important from the dollar-earning point of view, and therefore you would be all in favour of pressing that scheme forward. That scheme would require certain types of machinery for which there is already a considerable demand. I take it that it would be your province to advise on that particular matter?—Yes. We should press for the development of anything which was going either to produce dollars or save dollars.

882. Therefore all schemes which would fall into that category—I do not want to press you to use “priority,” but from our point of view they would go into a category which we could call No. 1 Priority?—Yes. I do not like to use the word “priority,” because priorities in the ultimate do always create so much confusion. What one wants to work to are programmes and not priorities. I would rather say that schemes of that kind would be included early in the programme to be carried out.

883. When the Expenditure Committee was sitting during the war, one of the matters which was always brought to our attention was the perpetual struggle as between the Services for getting what were then called “priorities,” and the Ministry of Production did evolve a very good scheme for the allocation of material to meet the demands of the war, and the Ministry of Production were at the end of the war really diverting stuff to its most urgent use. We are in just the same position now, after the war, are we not? Do you think that any machinery similar to that which was created during the war might be set up again whereby you have a sort of clearing-house for everything?—At the end of the war they concentrated chiefly on manpower, where you had the designated list of either firms or particular products. The firms did get special allocations of manpower in order to allow them to produce the necessary amount of their particular product, but you cannot do that in peace-time because, even though the Government has power to direct labour, it is obviously not using that power to do that wholesale in the way in which it was used during the war. Therefore I do not think that particular operation would be feasible or useful. But there have recently been announcements made about steel priorities and the Prime Minister’s list of priority industries. We are reducing the absolute priority for all the steel for these products—generating capacity and so on—and are giving each department a proportion of its total allocation of priority steel for the purpose of breaking particular bottle-necks. If, for instance, the Ministry of Supply are getting into difficulties with the production of ball-bearings, they could quickly push a proportion of this priority steel into the works of the ball-bearing

manufacturers: I think that that, combined with seeing that we do not try to do too much, is really the best that one can do in peace-time. Our experience during the war was that at the beginning, when we had Priorities 1, 1a, 1b, 2a, 2b, and so on, they worked successfully for a short time, but that after they had been in operation for any length of time they only created fresh and worse bottle-necks, and it was not until we got real programmes coupled with the designated list for manpower that we have really got good working.

884. We get back and back to the same thing. I think we all appreciate the tremendous task that you have before you, and the difficulties which confront you, and I am quite sure that you have the sympathy of the Committee, but the point that puzzles me is that there are so many Departments who may conceivably be working in water-tight compartments, and it is rather difficult for them really to decide as a department where the urgency really lies. I was under the impression that, in your position as adviser, you would be the person who would help them out of those difficulties?—We do try to do so, yes.

885. That is one of your chief tasks?—Yes, that is so.

886. Is there any body, of which you may perhaps be Chairman, where those various Departments concerned meet you periodically?—There are constant working parties for particular jobs, and there are designated for me liaison officers from the principal Supply Departments who are constantly in my office, and we are in daily touch with all the principal Departments.

887. So by those contacts you do really carry in your head, for your purposes, a general picture of the situation?—Only in the broadest terms.

888. Yes. We have been told in evidence that the colonies would be free to further their own schemes by raising loans on the London market, to which presumably people in other countries could subscribe, as they did in the old days. Would it be part of your task to advise the Chancellor of the Exchequer on that, and would it be part of your task to be in touch with the Capital Issues Committee?—No.

889. Therefore, supposing a colony had a good case and could put forward a scheme which could attract subscriptions towards that scheme, it would be very unfortunate if the Capital Issues Committee refused to allow the issue?—(Sir Henry Stockdale.) I would suggest, if I may, that you pose that question to Sir Sidney Caine; I think he would be able to answer it. I intimate to him that you put that question to me, which I could not answer, and he would have the overall picture which would enable him to give you the answer to that question.

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890. So far as you are concerned, Sir Edwin, you would obviously consider it a good thing to try and attract money for the development of the colonies, apart from what is being put up by the taxpayer, as a general principle?—Do you mean as a citizen of this country or in my present capacity? In my official job it does not concern me. I am concerned with physical things and not financial ones.

891. Supposing there was a competing interest, and the colonial government had a scheme which they put on to the London market which, by its very nature, would absorb a good deal of material, would you then be in a position to advise on that?—The scheme would come through to us and therefore we would know of it, if it was of sufficient size.

892. And you would assess its value by all the other circumstances; so that would be a task which would automatically come to you?—Yes.

Mr. Parkin.

893. Sir Edwin did not wish to answer questions about his staff, but he is probably unaware that every principal witness we have ever had before us has talked about his staff problems, and if we are going to ask him questions about the capacity of his Department to deal with certain fresh tasks I think it might be well to ask him if he is satisfied with his present system of using liaison officers with other Departments and using their statistical information and so on, and whether he can get a complete picture as if he built it up himself?—(Sir Edwin Plowden.) I have at my disposal to assist me the Economic Section of the Cabinet Office and the Central Statistical Office of the Cabinet Office. In doing a job of this kind it is, in my view, imperative that one should not try to do the work of the Departments because in that case all one will do is to fight with them. Therefore, it is not necessary to have a large staff. In fact, if you do get a large staff, you only try and do the work of the Departments. Whether my staff is large enough or not in the ultimate, I do not know; of course, it may be that one wants another 5 or 10 more staff in the next few months; that may be so; but once it started to get very much bigger I should feel that ultimately I should be at loggerheads with the Departments.

Mr. Wells.

894. Dealing with the kind of position which Sir Ralph was envisaging just now,

to what extent would it be the function of your Office to assess the desirability of a particular project, or to what extent are you limited to saying how far out of the physical resources of this country it can be implemented?—We would place emphasis (the instance we had was the tin industry of Malaya) on the desirability of rehabilitating the tin industry because that is a direct dollar-earner, and if it is a choice of doing that and doing something of less importance, we would certainly recommend that it should be done.

895. You would not be concerned with putting up any alternative suggestions about methods of procurement?—No.

Chairman.

896. You would not care to tell us, I suppose, before you leave us, quite frankly what you consider is your greatest difficulty at the present moment?—Do you mean in my duties, or in relation just to colonial development?

897. I think they are both rather closely connected?—Do you mean organisationally, or the greatest difficulty that faces industry?

898. Both?—I would say that the greatest difficulty that faces industry is the shortage of steel; that an extra million tons of steel a year would transform the whole of our economic picture. The various engineering industries can use an extra million tons of steel; they may be able to use more; but they certainly could use one million extra tons. Nothing would benefit us more than that. Organisationally I do not know; I suppose it is grappling with the shortage of steel.

Chairman.] On Friday the Report of this Committee will be published concerning the procurement of scrap from Germany for the steel industry, and I hope that that Report will please you, because it is quite evident that we shall not get the required output of steel unless we get that scrap. I think the sooner that is recognised the better. We are very much obliged to you for coming here; you have certainly been of great assistance to us; and if at any time you ponder over some of the questions which have been put to you and you think that you can enlighten the Committee on them, I hope you will tell us that you would like to come and see us again.

The witnesses withdrew.

Adjourned till to-morrow.

WEDNESDAY, 18TH FEBRUARY, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Sir Peter Macdonald.
Mr. Norman Smith.

Mr. William Wells.
Mr. Willis.
Mr. Yates.

Mr. GEOFFREY HEYWORTH, Chairman of Lever Brothers and Unilever Limited, and Mr. G. J. COLE, a Director of the United Africa Company, called in and examined.

Chairman.

899. Mr. Heyworth, we are very much obliged to you for putting yourself at our disposal to-day. What we want to get from you to-day is your free and frank view of the whole position, which we can take into account when we make a report to Parliament. For the purpose of the record, would you be kind enough to say what your actual position is?—(Mr. Heyworth.) I am Chairman of Lever Brothers and Unilever Limited.

900-902. What are the subsidiaries that it covers?—Quite a number, but for the purpose of this Committee it operates in a number of units in the British colonial empire, and in particular our interests are greatest in the West African colonies, the United Africa Company being a subsidiary of the main Company. In addition to that we have important interests, though not of such relative size, in East Africa, Malaya, the West Indies and the Pacific islands.

903. Are we right in thinking that one of your subsidiaries has been used as an agency by the Ministry of Food for the East African Groundnuts Scheme?—Yes.

904. From what date were they selected by the Ministry of Food?—Actually the original idea of the East African Groundnuts Scheme arose in the mind of Mr. Samuel, who was the Managing Director of the United Africa Company, which then led to the Cabinet paper and so on; and the original birth of the idea was in January of 1946. It received general approval by the Cabinet by November of that year, I think, and we were appointed managing agents without remuneration right from that point, which carries on until I think March, when, for instance, the new Overseas Food Corporation will take over from them.

905. We have evidence from the Ministry of Food in regard to that scheme, and if it originated in the minds of the United Africa Company, did they submit it in the first instance to the Colonial Office?—They submitted it to the Ministry of Food.

906. But why did you do that?—Because it was a question of food. It was almost

simultaneously submitted to Mr. Strachey and to Mr. Creech Jones.

907. It was given jointly to them?—Yes.

908. But as it was a colonial scheme, would not the normal thing have been to submit it to the Colonial Office and not to the Ministry of Food?—At that particular moment the scheme arose out of the extreme urgency of the fats situation which seemed to be a matter for the Ministry of Food, obviously, in conjunction with the Colonial Office. The responsibility for procuring food supplies for this country at that time was that of the Ministry of Food.

909. When that scheme came forward it was submitted to you by one of the subsidiaries?—Yes; it was Mr. Frank Samuel, as Managing Director of the United Africa Company who had the idea himself. He is actually one of my colleagues on the main Board of Unilevers also.

910. And as you thought it was primarily concerned with fats you thought it right to send it to the Ministry of Food with a copy to the Colonial Office?—I think that is actually what happened; anyway, there was never any collision of interest between the two about it because both Mr. Strachey and Mr. Creech Jones were immediately interested in it.

911. But you see the Committee do want to know this: does not an organisation of such importance as yours dealing with colonial affairs normally correspond with the Colonial Office and leave it to them to submit any scheme to whatever Department may be concerned?—Yes, but this was a scheme of such magnitude that the ordinary technique did not apply. Ordinarily, certainly, all our development schemes are dealt with through the Colonial Office. But in the case of this one we were not proposing to do it ourselves from the very outset.

Mr. William Wells.

912. Might it not have been that the Colonial Office would not be the only Department concerned with the overseas aspects? In other words, you might not have confined your activities in the groundnuts scheme to the colonies?—We thought

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[Continued.]

at that time that the most obvious territory did happen to be in the colonial empire; but I do not suppose that a scheme such as this would arise more than once or twice in the existence of our Company.

Chairman.

913. This was an extraordinary situation. But all I am trying to get at is why you went, in the first place, to the Ministry of Food, knowing that the responsibility in administration was that of the Colonial Office?—The Ministry of Food were often seeking our advice as to how to increase supplies of oils and fats, so that seemed to us to be the logical way of dealing with the matter. Our main contact in ordinary business, other than our West African business, is with the Ministry of Food; I think that is probably the right answer.

914. In the evidence which we have had it did transpire that the first idea was submitted to the Ministry of Food and not to the Colonial Office, and I wanted to get it clear on the record as to why you went outside the normal channels in regard to this particular scheme?—I think it was entirely because it was a food matter as we saw it, and we were in daily contact with the Ministry of Food as to how best to procure additional oils and fats for this country.

Sir Peter Macdonald.

915. Is not it true to say that you have had a representative in the Ministry of Food during the war?—Yes. My colleague, who is now Vice-Chairman of the Company, was the Director of Oils and Fats during the war.

916. And you thought it was natural to go to them with a scheme like this?—It seemed so to us. Of course, I do not want there to be any suggestion that we went to the Ministry of Food because we did not think that we could get equal consideration from the Colonial Office; but it was because of the extreme urgency, and because the Ministry of Food were desperate for oils and fats.

Chairman.

917. The point that has been made to us in evidence is that normally speaking it would have gone to the Colonial Office and they would have looked at it through their organisation, and then they would have decided as to whether to bring in the Ministry of Food, because this is the first example we have had in this Committee of a Department other than the Colonial Office dealing with a development scheme in the colonies?—Yes, and it is the first time in my experience where it has ever happened with us.

918. Now you have been kind enough to supply the Committee with a note as to

“Private Enterprise in the British Colonial Empire,” and I take it that you would like to deal with this paper. It would be helpful to the Committee if you would go through this paper and, in your own words, give us the benefit of your great experience in regard to colonial development based on this paper. May we start with paragraph 1, which is “Need and Scope for Private Enterprise”?—May I say that in setting this paper out in this way I have followed the suggestions contained in a letter from the Clerk to this Committee. I have just widened it a little here and there to cover the whole scope.

919. I think perhaps the best procedure would be for you to go through this paper and elaborate on the various aspects, and after that the Committee will put questions to you?—Yes. Generally, as I say, what I can offer in the way of evidence is based on the experience of my own Company, but it will be obvious in dealing with these questions that I am not basing all I say entirely on my own Company's experience, but that is the solid rock of any statement which I make; the rest of it is general knowledge of what other people do. In this first question there are really two aspects, that is, firstly, “Maintenance and expansion of existing undertakings.” On that perhaps it is just as well to say something of the magnitude of the existing undertakings. It is not easy to get figures, but in 1936, for instance, Lord Kindersley estimated that in Malaya the private enterprise investments quoting securities at nominal value was £78,000,000. Another source is Professor Frankel, who made an investigation of the subject in Africa in 1936, and in one of his papers he estimated that the private enterprise investments in Rhodesia is £64,000,000, in Nigeria £41,000,000 and in the Gold Coast £22,000,000. Now there are other figures, which are very difficult to obtain, but no doubt with the rest of the colonial empire those figures amount to over £200,000,000 in 1936, since when, of course, there has been considerable development, and of course at today's values that £200,000,000 could be doubled so to speak. That is not the whole, of course, but my point is to show that the existing private enterprise in the colonial empire is very large and very important. In addition to that, generally speaking, where there are figures, private enterprise expenditure tends to be bigger rather than smaller than the total of government enterprise in the same colony. That is the magnitude of the existing business. The other aspect is new ventures. It is fairly clear that new ventures will be required to develop new discoveries, whether they be mineral or whatever they be and secondly, obviously to widen the development of existing resources. They may be agricultural, animal or again mineral. Then thirdly, to

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[Continued.]

increase supplies to meet existing and potential needs. They may be needs for development of new services or to bring the advance of new inventions to a colony, and so on. That is the third field and I think it is probably the smallest.

Division.

Chairman.

920. I think you were dealing with natural resources when the Committee broke up?—Yes, sir. I may say that in those figures that I quoted originally to give the Committee some idea of the extent of the private enterprise, that is practically all British capital, as far as I know. Now I will deal with natural resources and I will take first of all mining. You all know, of course, of the copper mines in Rhodesia and the tin mines in Malaya, or the tin dredging in Malaya, and the tin mining in Nigeria. In the Gold Coast we find gold, manganese and bauxite, all of which are developed. In Sierra Leone we find iron ore, diamonds and so on; and in Trinidad we find oil. In British Guiana we find bauxite. Even in little Cyprus you have got pyrites and asbestos. I think that is enough to show that the mining resources are important. Then you come to agriculture which, for this purpose, is mainly a matter of plantation crops: you have, of course, sugar in the West Indies and in Mauritius; you have rubber in Malaya and to a minor extent in Nigeria; and you have got sisal, coffee and tea in East Africa; you have the oil palm in Malaya and in Nigeria, all of which are cultivated on what you might call a "European basis," with European skill. It is perhaps important here to say, when thinking of agriculture, that the soils of West Africa and to a large extent of East Africa are poor soils. It is sometimes believed that in a tropical soil anything will grow. Well, of course, weeds will certainly grow there, but it is very poor soil. To give the Committee one instance of that, take the case of the oil palm. The highest yield in the best plantations we have been able to obtain is about ten hundredweights per acre, whereas in Malaya, where they have alluvial soils, and soils which will take fertilisers, you get three times the yield and in parts of Sumatra I believe that you get four or five times that yield. That shows you the kind of soils they have there. The same thing is true not only of the British colonies but in the Belgian Congo where we have wide experience with the oil palm. There we still get these miserable African yields. It is very true that large tracts of Nigeria and the Gold Coast and indeed East Africa have extremely poor soil. Unfortunately in many instances so far we have not found the key to improving those soils by the use of fertilisers. These soils do not necessarily absorb the fertilisers; the fertiliser just

stays there and it is not disseminated and does not improve the soils. I know that is so, although of course I am not an expert. The third of the natural resources are timber and forestry products. There are the mahoganies and so on of British Honduras; the hardwoods of the Gold Coast and Nigeria; and again timber operations in Borneo. Some of those are straight logging operations. In Nigeria where we have experience we have carried that a great deal further, and we have not only produced sawn lumber but now we are producing veneers, and the first shipment of plywood will be made in a month or two from now. They have the most modern plywood plant anywhere in the world. It enables one to use a bigger proportion of the forest than if you just sell species of lumber as such, because you can take out species which people will not accept in the ordinary way, but which are perfectly suitable for plywood and which in fact make excellent plywood. So that instead of just using 25 per cent. of the trees, I think we may get it up to 50 per cent. of the trees.

921. Are you talking of Nigeria for the plywood?—Yes.

922. And your Company has been responsible for establishing this plant out there and you are producing the plywood in Nigeria for shipment home?—Yes; it is running in now. Similar developments are in hand for the Gold Coast, and we are not the only people who are doing it; I do not want the Committee to get that impression; but this is a particularly interesting development because plywood is a fairly advanced technique and we have got to train African labour to operate the most advanced sort of American machinery.

Sir Peter Macdonald.

923. And you are using the veneer process only?—We make the veneer first and then make it into plywood.

924. I wondered if you made the Solum plywood that we adopt in this country? Veneer plywood was found to be no good under water?—I could find out the answer to that for you, but I would not know. The method of producing plywood that we are using with these new synthetic bonding materials is at present the most advanced there is in the world. But it does not mean to say it makes all kinds of plywood.

Mr. Norman Smith.

925. Did you say "the most advanced sort of American machinery"?—Yes. Unfortunately the whole of the most advanced machinery is American at the moment. I wish it were not.

Chairman.

926. We will come back to that when we put questions to you as to how you get that

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machinery?—Yes. The Colonial Office were good sponsors. Then obviously the most important of all enterprises in the colonial empire are those natural resources. The next most important are those which are best grouped under the word "Commerce." There is banking. There are British banks operating in all these places. Then there is what you call merchanting, that is doing the importing and exporting business in various forms, some of them highly specialised. That involves both banking and merchanting. In addition to providing working capital it involves expenditure on office premises, warehousing and housing of personnel and so on. Then we come to industry other than that which has been covered under "Natural Resources," and that is mainly secondary industry, and of course it is of relatively small importance. In the first place the markets are small, the biggest single colonial market being Nigeria with 20 million people, which compares with 45 millions in this country, and all the others are very much smaller than that. But the market for manufactured goods in these countries is, of course, conditioned by the spending power. The only figures I have been able to get hold of—these are again, I fear, some time back, but the relative position has not changed—that for the working personnel in the Gold Coast the annual income was £30 which compared with the annual income of the working population of this country in the same year of £220. That is seven times as large, and in addition to that, whereas in the Gold Coast only 3.6 per cent. of the people were earning cash wages, in this country the proportion was 38 per cent. So that when you apply the effect of both those factors, that 20 million shrinks to a very small proportion. Therefore you find the secondary industries confined to things like cigarettes and brewing, for instance. Obviously it does not pay to take water across the world! And even more so in the case of aerated waters. There is the high cost of freight and so on, so that generally speaking secondary industry as such is a small thing in the colonial empire, for the reason that spending power is so low.

Mr. H. D. Hughes.

927. What about the processing of the products, the groundnuts and so on?—I was talking about secondary industry, but the processing more or less links up with the primary industry. Then you come to Services, and under that you get port services, like stevedoring, lighterage, ship-repairing—a very important thing in Hong-Kong—and then there are such things as river services which are sometimes run by private enterprise; then there is road transport—private motor cars, running bus services and running truck services to supplement the railways; and then of course

there is a certain amount of air transport, not main lines but feeder lines. Then you may bring into those ocean shipping, because some of it has to be specialised. In West Africa because of the type of port that you have there you have to have specialised shipping, with a small draft in relation to carrying capacity; a great deal of shipping is not suitable for use there. There is a big investment in that, for instance. Then the other service which is important is construction—people who are willing to build whatever anybody wants in the way of hospitals, government housing or anything like that. That, I think, covers the whole question of the need and scope for private enterprise.

May I sum it up in this way: the field for private enterprise is for projects where risks are involved and promise returns if successful; and I may say that there are many cases on record where projects have not been successful in the colonial empire. It is where there is a promised return if they are successful within a measurable period of time, because obviously you cannot raise capital if no return can be seen within some measurable period of time. I think you may say similarly that the field for government enterprise is development of a more general nature, where the benefit is mainly or partly indirect, as in harbours, docks, transportation, and railways in particular, utilities, irrigation schemes and all that sort of thing. A second field for government enterprise is where land tenure and local custom make private enterprise an unsuitable medium. The next question is difficulties in the way of private enterprise development at the present time, and the first of them is familiar to us all, and that is the shortage of capital goods. The next one is the United Kingdom balance of payments position, which is becoming more painful here every day, and which affects the transfer of necessary capital. To be specific, it means that if you want to build a building you would not get the steel allocation for it in this country, or you might not. Certainly if it required dollars to-day you would have to make a very good case to be able to get dollars. That, therefore, is a restrictive factor. The third difficulty is disturbed political conditions. I have in mind the bandits in Malaya, who do not make it very comfortable to live on a plantation miles away from the nearest policeman, and it might be that other people might be worried in due course by "Zik-ism," which is a form of ultra nationalisation which says that all white faces had better run away.

Chairman.

928. What is "Zik-ism"?—The man is called Azikwee, popularly known as "Zik," and his particular brand of politics is known as "Zik-ism." He is a person

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who is stirring up a national feeling and it might very well frighten anyone, and they would say, "It is no use starting up an enterprise if this chap's ideas are going to prevail." I mention that as an instance of what I call "Disturbed political conditions." Then of course you can have disturbed political conditions not in a colony but in surrounding territory. For instance, Siam is hardly exactly at peace at the moment, although it goes under that name; and Burma has just received independence and there is a fair amount of emotionalism surging about there, and of course Malaya touches both those countries, and therefore people might say: "If that emotionalism goes down into Malaya we will have disturbed conditions there." Then the fourth difficulty is doubts as to future political status of colonies. We have been working so fast that people are bound to ask this question: "If India has become independent yesterday, Ceylon to-day and Burma the day after, and now Palestine, when is Malaya going to be handed over to somebody else to run?" People do ask those questions. I was out in Malaya two months ago and they thought the thing was moving pretty fast then. The fifth difficulty is uncertainty as to tariff and excise policy. That varies according to the various colonies, no doubt. We had a case in Nigeria where the Government asked us to look into the question of establishing a textile mill, which we did, and it was not very attractive, but we said, "We might be willing to consider this, but what is the position *vis-à-vis* the tariff?" We wanted to know if the tariff was going to remain. They said, "We cannot answer that question, because as we get our revenue from the tariff, if you took away a lot of the imports from which we collect our revenue now, we might have to put an excise tax on the goods you make in your mill." In other words they were cancelling the existing protection we had. Nobody can start an enterprise under those conditions. The first thing they do, if you are very successful, is to turn the flood gates on you. You do not know whether to try and run your business so that you are not too successful or what to do. That is, I think, a good example of that sort of difficulty. But do not take that to mean that in other colonies you might not have got a perfectly clear definition. In that case we did not. Again, I think the tariffs are sometimes very loosely worded. For instance, it might be that you can import machinery for a capital development free of import duties, and you say "Is this machinery free of import duties?" and they say "We do not know about that." They have got to say Yes or No. It is no use your getting machinery shipped and then suddenly finding out that it is going to cost you 25 per cent. more.

They say "We will give you an answer when we have an actual case to consider," but that is not very helpful. That is what I mean by "uncertainty as to tariff and excise policy." I think it is capable of more definition. I am not suggesting that they should be raised or lowered, but that they should be made clearer. Then there is the question of Government help to private enterprise. I put down there "Mining and Forestry Departments help in arranging necessary leases." They make the rules, and you have to say whether you will work under them or not, and it seems to me that that kind of co-operation is very necessary, and it works extremely well too. Then Agricultural and Veterinary Departments are mainly concerned with the improvement of native crops and native herds. We have had experience, and I am sure others have too, of Veterinary Departments helping to establish standards for hides, skins, etc. and doing some education work to make the present farmer understand why we want a certain skin and so on. Similarly with the Agricultural Departments. They are concerned mainly with the improvement of local crops, so it is not surprising that the help which they give to plantation companies is not very great; but they supply all the background information. They have done that extremely willingly, and again they have worked along the lines of the Veterinary Departments in improving the quality of the native-produced agricultural products. Then we come to Economic information. It is fair. Generally speaking they publish the important export statistics well, but altogether the economic information is not very highly developed. In particular, for instance, the estimation of crops, where they are native crops, is generally undeveloped and certainly unreliable. It is a very difficult thing to do, but after all, the orderly movement of commodities throughout the world with the least upsets depends on sound information rather than people getting sudden surprises. You are all familiar, I think, with what has been done in America and Canada and these highly developed countries in crop estimates. The groundnuts crop in Northern Nigeria is a very important thing in commerce in normal times. A Government Department makes an attempt at an estimate but they have not the personnel to make an estimate which is really worth the time that some of them give to it. The other matter where economic information could be improved is in providing cost of living statistics. They are not generally available, so it makes it very difficult to determine what I call sound wages policy. You do not know where to start from. If you collect the information yourself it does not have anything like the weight it would if the Government do it, because if you are collecting it they say you tinge it before you make it up. Then

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we come to research organisations within the colonies, and as far as we have any particular interest in the colonies those are almost entirely occupied with problems of interest to native producers, which is rightly their first priority. No doubt as they develop they will tackle problems which are of interest to the plantations and other undertakings which at present require European management. The one obvious field for profitable research, which is not done at the present time as far as West Africa is concerned, is research into building materials and building structures, with the object of improving native housing, which is an eternal problem. In the bush the native can make a bamboo house with a mud floor with three weeks' work, and if you priced that time, which he does not price, he has a reasonable house for about £5, and then he can cut the necessary bits of thatch each year to put a new thatch on for about 10s. So the rent of his house is about 10s. a year, and that is not a bad affair. As soon as you get into the towns, where you have to think about fire, hygiene and a hundred and one other things, I doubt if you could build any house which would pass the regulations—I am not saying that the regulations are wrong—today for £125. It would be much worse as far as the accommodation is concerned than the bamboo affair—smaller and pokier—and that cannot be rented under about certainly 10s. a month. That is 12 times the difference. You are worse off living in a town than in a bush village, but you pay 12 times the rent. When I say "worse off," there is no running water in either of them. So that any research which could be carried out to make better houses of the local materials, and other buildings of that sort, from clay not brick, would obviously help very greatly in solving what is a tremendous social problem. The difference in the rental in a village and in a town, if you can express it as rental, is far too great for the two types of life to grow side by side. Now there is the use by Government of research done by private enterprise. Well, there is little opportunity for this in the ordinary way because, as I said before, the Government Research Stations have not been active in the fields in which European firms are interested; but in so far as there are opportunities there is the frankest possible interchange of information, and as far as I know no private enterprise firm which is doing work in those fields in one of these colonies withholds information because they are interested first of all in the raising of the standard of life, and the faster it goes the better. But there are not very many opportunities for it at the present time. I can quote an example. We sent out a special team of people to examine the meat industry in Nigeria, and we got a very distinguished scientist on the veterinary

side and a man very experienced in refrigeration and we gave them all the help of our organisation; and the investigation lasted a very considerable time. The whole of their report was turned over to the Government as something for them to follow up as well as ourselves. That is an example of the sort of help that is given. For instance, this Forestry development I was talking about: we naturally work with the Forest Products people at Princes Risborough in this country, who deal with species and so on, and we do private research to find out how to deal with termite trouble, and the whole of that information is made available to the people at Princes Risborough. There is no research station in any colony that I know of which is dealing with forest products within the colony. The main colonial research stations are, of course, the one in Trinidad and then there is one in the Gold Coast, which is now getting into its stride, which looks after cocoa, which is entirely a native crop. Then there is a small station in Nigeria dealing with the oil palm, which has never had enough staff, and we probably provide them with more information than they give us, because we have three plantations in Nigeria where we are able to work on a greater scale than they are; and all that information is handed over to them. Then as far as the method of operating oil palm mills is concerned, in fact we designed the one which the Government is now interesting producers in; so that so far as that goes I do not think there is anything to prevent a flow either way. They have both got an absolutely identical interest in helping to raise the standard of life of these people. Then finally there is the question of co-ordination of Government activity with private enterprise activity. I would say that the machinery is normally adequate. All new projects are discussed with the Government, but at the present time the danger of conflict over supplies is very great. There is no use arguing about that. The reason is again these world shortages. We are all trying to get hold of the same screw or nail.

Mr. Edward Davies

929. Which Government do you mean?
—The colonial Government.

930. What about anybody here?—Normally your first point is with the Government of the colony. We always keep the Colonial Office advised of what we are doing, but it is for them to say in the first instance; it is for the colonial government to say in the first instance whether they want to encourage it or not.

Mr. H. D. Hughes

931. That will be for comparatively large schemes?—Oh yes. If you wanted just to build another house, of course that would not apply.

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932. What is the sort of margin?—We just co-operated with some other interest to put a brewery up in Lagos, which I think is an important thing, and it would cover about six acres of land. It would cost half a million pounds when working, but that is a big thing. Much smaller things than that would be discussed, not of course in every detail otherwise they would never get on with them. Then there is this proposed acceleration of government expenditure. It is obviously going to increase the competition in these short supplies and unfortunately there is an accumulation of arrears of maintenance during the war years when neither the Government nor private enterprise could maintain their standards. All those things come together and make matters very difficult. I would suggest, under present conditions under which we live, that we have got to decide priorities, whether they are private enterprise or Government, and that means to say that priorities must go first to maintain the existing production, because that is vital; and, secondly, to the new productive development, in view of the desperate balance of payments situation the country is in.

Chairman.] We are very grateful to you for going through that paper. In one case, you said that the soil is poor, especially in some districts where your Companies are operating.

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933. I was asking you a question with regard to agriculture, especially in regard to the West African territories, and you told the Committee that the soil there was not particularly good?—Yes.

934. Do you find that the Colonial Government are very careful to see that nothing is done to produce soil erosion by too much cultivation of a particular crop, resulting in the complete ruination of the soil? How far is that controlled by the Government?—I think the problems of erosion are well understood, due to the overcropping of land. I suppose you get in parts of Eastern Nigeria, for instance, densities of 1,500 people to the square mile, and the land there certainly will not support 1,500 people to the square mile. So you are getting a very serious problem in that district. Under our system, having produced law and order, and due to their improved health because of the health services we have introduced, the population increases, and the pressure on the land is something terrible in that part of Africa. Normally the native method is to crop land in two years and then they normally leave it for about seven years and move on and crop another piece of land, and then they come back again. Now with this pressure on the land they cannot afford to do that, so they return again after only five years to

the first piece of land, so the thing is getting cumulatively worse and worse.

935. I think you said that fertilisers did not really meet the case?—I cannot speak regarding all kinds of crops, but so far as the action of fertilisers on soil for the oil palm is concerned the African soils will not absorb the minerals which are in the fertilisers, so that they do not produce noticeably high yields; whereas the opposite is the case in Malaya, where there are very high increases in cropping due to the use of fertilisers.

936. In the cases where the yield is small and the deterioration of the soil is therefore great, do your research people keep in close touch with the local colonial Government to work out schemes jointly for trying to overcome the difficulty?—We have been working on this problem of fertilisers in the Belgian Congo, where the soils are similar, for a great number of years, and so have the Belgian research station, and all that information is available to the people in Nigeria. I would not offer any view as to whether the key to this problem is going to be found or not.

937. Did I gather from you that the Belgian research is further advanced than the British research?—The Belgian Research Station in the Belgian Congo is a much bigger thing in relation to the economy of the Belgian Congo than anything we have.

938. You would say, therefore, that their colonial administration from that angle has been more in advance than the British?—I think that is correct. Of course it may be that in Trinidad the relative development of research is greater than the Belgians have done.

939. Dealing with West Africa, and regarding this Conference which is now going on in Paris, which is the result of the Western Union, are you satisfied that our research and that of the Belgians and the French, and indeed the Portuguese, is all going to be pooled for the advantage of the native territories?—Yes, I should think that there would be little difficulty there. I have noticed a change during the war in the Belgians, who were always a bit "cagey," but that has changed entirely during the last ten years.

940. So we are reaping the advantage of the Belgian scientific investigations, which have been more promising than ours, or more advanced?—More extensive than ours I should say. I have not found the answer to this particular problem, but because of the alienation of land our plantation interests in the Belgian Congo are very much greater than they are in Nigeria, where we are restricted by the alienation of land.

941. Have your Companies a greater interest in the Belgian Congo financially

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than they have in Nigeria?—Yes, because you are not allowed to develop plantations of oil palms in West Africa other than in the three estates of 20,000 acres in Nigeria.

942. You are not allowed to do any more—on what ground?—On the alienation of land policy. The land may not be alienated away from the native peoples.

943. But in the Belgian Congo it may be?—In the Belgian Congo they give you a concession for a number of years, which is long enough for your whole scheme. Some of the leases are in perpetuity.

Mr. William Wells.

944. Do you hold concessions in the Belgian Congo?—Yes.

Chairman.

945. Very large ones?—We have got one single plantation there which is as big as the three in Nigeria. I should think we must have under oil palms alone four or five times as much in the Belgian Congo—more than that.

946. Are you interested at all in cocoa?—Cocoa is a native crop in the Gold Coast. We are making a small test at the present time for the plantation growing of cocoa in the Belgian Congo.

947. In the Belgian Congo?—Yes, because again you could not make a test in the Gold Coast because again there is this question of the alienation of land.

948. But we are told in evidence that there is a cocoa disease among the plants?—I'll say there is!

949. And it is causing great anxiety?—Yes.

950. How far do your research people co-operate with the colonial Government in trying to deal with that problem?—We do not do research on cocoa, except that now we are going to do some in relation to the Belgian Congo.

951. But it will not affect the growing of cocoa in British possessions?—Any information we would get we would pass over to them.

952. Have you any idea as to whether the trouble is due to the soil or to the plants? You do not know?—I do not know. It is a job for experts. For me to answer a question like that would be to mislead you.

953. We are particularly anxious to get as much information as we can in regard to the development generally in West African colonies. Is it not correct that your Companies are more interested in West Africa than in any other part of Africa?—Yes, speaking generally.

954. You said just now that one of your main concerns was improving the status and position of the native?—Yes.

955. And you have mentioned the question of housing?—Yes.

956. You believe that as you improve the purchasing power of the natives there so it will be better in every way from your point of view?—It raises the total volume of trade.

957. Later you said that one of your troubles was to get trade in the villages. In the old days you used to trade more in consumer goods. Do you do any of that now?—No, there is no barter row.

958. That has all ceased?—Yes.

959. Would it be advantageous to the natives if you were able to produce the goods that they want in exchange for their commodities?—We sell mainly at wholesale all kinds of imported goods which come from this country, so far as we are able to get them, and from any country in the world which can provide them to the peoples of Africa.

960. In other words, your Companies are interested in providing the native population with the consumer goods which they want?—Very largely so.

961. Does that form a very large proportion of the business of your Companies?—It is the biggest single division of operations in West Africa.

962. And you are experiencing now difficulty in obtaining these things due to the shortage of them?—Yes.

963. And the extent of that shortage is preventing the development of the native peoples towards a better status?—The way in which the natives are hurt at the present time is that there is a shortage and so the people pay scarcity prices for those goods. Even the price at which we sell them wholesale is doubled, because there supply and demand is the only way in which prices can be determined. If we sold them 10 per cent. cheaper it would not make any difference.

Mr. H. D. Hughes.

964. You do not retail?—In a number of relatively small instances to-day, in specialised goods, yes, where we obviously would not otherwise be able to sell them.

Mr. Edward Davies.

965. What sort of goods has Mr. Heyworth in mind, is it food or clothing?—Textiles is one third of the total amount, shirtings and that sort of thing.

Chairman.

966. And that is what the natives want?—Yes, and such things as hardware. (Mr. Cole.) It is salt in Nigeria; galvanised iron, cement, stock-fish which is of Norwegian origin, canned meats if they can be made available at a cheap enough price, basins, buckets, hoes, butcher's knives and cutlery.

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967. General trading goods?—General trading goods, shirts and singlets.

968. Then who do the retailing?—(Mr. Heyworth.) The retailing is done either by Syrians or Africans, Syrians if it is fairly advanced.

969. Does the local Government exercise any control over the prices which these people charge?—They exercise control over the wholesale price, in a number of cases, and after that they cannot do anything, because the community is not organised. Tobacco is another item.

970. We had evidence from the Educational Adviser to the Colonial Secretary and we put various questions to him. Do you think that it is a good thing to help the education of the people so that they can really assess the values of things? That, I take it, is a very important part of raising the standard of life of the people, is not it?—Indeed yes. Certainly we are in favour of educating the people.

971. Do you think that the methods which are adopted are adequate?—That no more could be done, do you mean?

972. That is what I was rather wondering?—The education is such a thin veneer, but as far as I know, within the money they have been able to allot to education, I do not think anybody has criticised what they do and the way it has been spent. (Mr. Cole.) There are 400,000 scholars in Nigeria.

Sir Peter Macdonald.

973. Mostly in Missionary Schools?—Yes, mostly in Missionary Schools.

Mr. Edward Davies.

974. Where is that?—In Nigeria.

Chairman.

975. For the whole of your business in the various companies in the development of the colonies, surely it is important that you should improve the hygiene and the health of the native generally?—Yes.

976. And I include that in the term "Education." Would it be helpful if one were to emphasise the importance of trying to get local broadcasting stations set up? You do not think it would?—(Mr. Heyworth.) Well, nobody can receive the information broadcast. If their cash income is £3 or £5 a year they cannot spare any money for even a crystal set.

977. The time must come, if you are going to improve the standard of their life, when you do want them to have more?—Yes.

978. And one of the quickest ways of achieving that end is for them to know more about life and how to do things?—I think you may say dissemination by the written word or even by the spoken word.

Through the radio there is very little scope I think.

979. Because they cannot afford to buy the receiving sets?—Or else because they cannot read, if the information is printed in the newspaper.

Mr. Edward Davies.

980. What about the broadcasts that we have for the schools in this country on problems of nutrition and the laws of health and hygiene?—I think you are in the sphere of the educationalist rather than my sphere. The only point I would make is that the extent of opportunity for education is insufficient. That is the first thing which will strike you when you go there.

Chairman.

981. But it would be in the interests of the development of the colony to improve the conditions of the people if we can arrange a medium through which we can send that information?—Yes.

982. And having done that it would speed up the general development of the colonies?—Yes.

983. Therefore it is a fundamental thing which one ought to try to do if one is going to improve the position and status of the native in every possible way?—Yes. We are fairly fortunate in regard to hygiene in West Africa, because normally the West African is a clean person; his consumption of soap is very high in percentage.

984. In your paper you say there is scope for them to acquire things like soap, pottery, hardware and so on. As a matter of fact is their wage level sufficient to enable them to acquire those things under a retail basis?—For wage-earners, certainly.

Mr. H. D. Hughes.

985. How is the wage level fixed? I mean, are there any sort of minimum wages laid down by the colonial Governments?—Yes, they are laid down by the colonial Governments. (Mr. Cole.) They are not actually imposed by law, but the colonial Government state what they regard as a minimum wage, and all reputable firms adopt that rate. (Mr. Heyworth.) All the European firms would either pay that or more. Whether a Syrian would pay that or not would be another matter, or the African; I should say certainly not if he could help it.

Chairman.

986. Supposing you have a scheme which you are going to develop on a new basis altogether. We were told in evidence by General Harrison that one of the first problems was how to ensure that there would be a sufficient labour force on the job, because the native is inclined to come to work to-day and be absent to-morrow.

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It does make the development of any particular scheme extremely difficult if you have got a vacillating scale of labour?—All I could say about that is based on our experience in the Belgian Congo, where labour is scarce. In Nigeria it is not scarce; there are 20 million people there and labour is adequate. But in the Belgian Congo, where there are only 10 million people in an area which is very much bigger than Nigeria, we have Government help in recruiting people, and I can say that we produce such conditions in our plantations that the people remain there; we provide education, housing, medical services, and food at controlled prices.

Mr. H. D. Hughes.

987. Housing for their families as well?—Yes. You will never get them anchored without their families.

Chairman.

988. And in any scheme you take into account expenditure to provide those amenities?—Of course it depends entirely on what facilities are available locally. If you are running a brewery in Lagos, for instance, you certainly would not provide houses for the workers; but if you are opening up a new plantation you have got to provide the housing and do everything for them.

989. Under your paragraph (ii) "Commerce," may I say "Merchanting— involving expenditure on office premises, warehouses and housing for personnel, as well as the provision of adequate capital"?—Yes.

990. That is a matter which you take care of yourself?—Yes.

991. Do you find that the colonial Government give you such assistance as is necessary and encourage you in those things?—In the ordinary merchanting business I should say yes. Everybody sees the need for goods to be available.

992. Then, you see, on the top of page 2 of your paper you set out what you consider to be the field for private enterprise and for government enterprise?—Yes.

993. I think we are all agreed on that, but there are these questions which you put under item (iv) "Services," "Port services—river, road and possibly air transport"?—Yes.

994. Now there are inherent difficulties, as you have already mentioned, in which I say there is plenty of room for improvement. Although the vessels employed must have a comparatively light draft for the tonnage carried, there are schemes for making a deep-water port in Lagos, and so on?—In West Africa the so-called deep-water ports are Takoradi in the Gold Coast,

Lagos and Port Harcourt in Nigeria and to a lesser extent Burutu.

995. You attach greater importance, if there is limited material, to provide those facilities for port working?—Yes.

996. You put that fairly high, do you?—You mean the expenditure of money at this moment?

997. Yes?—I would not consider that is the first expenditure. First of all there are the existing port facilities in Nigeria. In Nigeria, for instance, the first thing is to make good the maintenance of the railway which serves that port. We would certainly put very high the improvement of facilities at Takoradi, where we foresee a very great increase in the tonnage passing through that port which at the moment it is absolutely incapable of handling.

998. We have been told also that the material which is brought down to the port tends to deteriorate because it cannot be shipped immediately?—The railway is the bottle-neck. There is a year's supply of groundnuts there now which could be on your breakfast table if the railways could evacuate them.

999. There are all sorts of schemes which we have been told have been put up, which are being considered by the Colonial Office, 365 of them or something like that number, and quite obviously some of them are more important than others. Taking into account the dire necessity in this country for things like fats, is it in your opinion better to concentrate upon places where there are fats and that sort of thing to be obtained, rather than to put a lot of our energy into districts where crops cannot fructify for some years?—You must remember that the groundnuts in Nigeria and all the palm oil crops except that little bit we do in the plantations are native crops, and you can only improve the efficiency of those crops by changing the social and other customs; and those are pretty difficult things to change in a hurry, as anybody knows. So it is not the physical means of evacuating the crops which is the chief difficulty, except in the case of this railway from Kano, in the way of obtaining more produce out of that country, but to a certain extent the shortage of consumer goods may be failing to provide the inducement to the native. They say, "We will only work for 20 days instead of 22 days if all I get for the extra two days is that." They work if they feel like it, and to that extent more supplies of consumer goods would undoubtedly increase the volume of produce that comes out, but not very materially at the present time. The Government has given a good deal of attention to this question of trying to get supplies to where they will induce people to work native crops.

(The Shorthand Writer was instructed not to record a part of the evidence.)

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[Continued.]

In the north of Nigeria, which is mainly based on annual crops, hides and skins, you find the Hausa people. In the east of Nigeria you have this terrible pressure of population. Then in the west the crops consist of cocoa, which is again quite a different thing. The people are quite different. They live differently; they are different tribes; they do not speak the same language. Not even in one of those territories does anybody speak the same language as in any other.

1000. What about Gambia?—That is a comparatively small place.

1001. Have you any interest there?—Certainly.

1002. Have you any agricultural interest there?—No.

1003. But you have in Nigeria and the Gold Coast?—Not in the Gold Coast, except for one very small commodity, which is not worth mentioning. I do not want the Committee to get the wrong impression. Our main operation is merchanting, the importing and exporting of goods. Then forestry products comes next, and then river services.

Mr. Norman Smith.

1004. Mr. Heyworth, I confess I am very much impressed by this outline of evidence which I have found very helpful indeed, and I notice that you lead up to a great climax "Because of U.K. balance of payments position priority should be given to (i) expenditures to maintain existing production; and (ii) new productive developments offering early returns"?—Yes.

1005. May we take it that as you put "Shortage of capital goods" at the top of your "Difficulties" in paragraph 2 of your paper, that is the principal one?—That is an overriding one.

1006. I think you used the phrase "the latest American machinery," and I think we are all agreed that the more American machinery we get the better. What is the obstacle in the way of getting that machinery? Is it purely a financial question, a matter of dollar exchange, or is it that it is physically impossible for the Americans to deliver the goods?—I think the main obstacle is financial.

1007. Dollar exchange?—Yes.

1008. The country is in a jam. You are a group of Companies which is very well established, what I might call a "blue chip"; if ever there was a "blue chip" yours is. What is the objection to your people getting dollars without any difficulties of exchange by the method of raising debentures in New York? Would not you get them quite easily in that way? Then you can get hold of your American machinery?—It is not a suitable method because it would unbalance the whole of

our structure, because we have given everybody a prior charge on the profits.

1009. Yes, I appreciate that, but in view of the certainty that those developments are there to proceed with would not a debenture at reasonable interest be a method which would not hurt anyone?—Except that we would have to get the funds back to America to pay the interest, and nobody would give us American dollars for the money we earned in English pounds in Nigeria.

1010. Would the subsequent annual loss of dollars counterbalance the advantage to be gained from the initial amount of dollars coming into the colony in the shape of machinery?—But we cannot raise the money in New York unless we tell them that it is going to earn something. If we say it is going to earn something in pounds they say "Thank you very much, but we won't lend it to you to-day."

1011. Would not it earn something in the way of materials for America? Of course, any products which are sent to America would be a deduction from the advantage of this country, but they would not by any means absorb the whole?—No American capitalist is going to lend us money unless he sees that his money is going to earn something.

1012. It would mean that you would have to get an output of African produce that would be acceptable to America. The selling of those goods in America would give you the dollars with which to pay the debenture interest?—But the Americans will not lend us the dollars to do that.

1013. In the first instance you have the tangible advantage by way of American machinery. Is there no possibility along that line?—I am afraid not.

1014. Has that matter already been gone into?—We have looked into the possibility of financial operations in America, but unless the country where you obtain the capital has got free interchange of the money you earn there, they say: "Nothing doing." I wish it were possible, I can assure you.

1015. I rather gather you think the question is not yet a *chose jugée*. It might be re-opened?—The fundamental difficulty is there, that the machinery would earn money but that it would not necessarily be in dollars.

1016. Now I would like to return to the point which Sir Ralph Glyn raised just now. We have been impressed by the circumstances that on the one hand in East Africa there is a new scheme for groundnuts which will take two or three years to get going, and on the other hand there are groundnuts which cannot be moved from Nigeria down to the coast

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because of the inadequacy of the transport system?—Yes.

1017. Therefore do we understand you to say that you would go ahead with the new system in the east because it has the advantage of not being covered by existing social complications?—All you get by improving the railway from Kano to Lagos is that you move the accumulation once, which is about 200,000 tons. Once you move those you do not get any more in any subsequent year. Whereas in the East African Scheme we hope that we shall get 250,000 tons or more every year.

1018. If this new railway is constructed in southern Tanganyika near the Portuguese boundary, would it open up opportunities for private enterprise which are now denied because there is no transport?—I should think that is quite likely. That is a general answer. I think that whenever a railway is built it will attract other traffic in the end, certainly.

1019. Then regarding these consumer goods, we understand that the thing to do is to provide an incentive for people to work out there, and that incentive is something which money will buy. Regarding this brewery you are building, beer is no doubt quite a wholesome drink; there can be no reproach on that?—If you had seen the correspondence I have got in my office with quite a lot of people, you would think it is a matter of reproach.

1020. Would the construction of that brewery, supposing we proposed to develop the sale of beer out there, entail the provision of a lot of equipment which would have to go out from here?—Yes.

1021. So that is an obstacle to the provision of a kind of consumer service which might help to provide an incentive?—Yes.

Mr. Edward Davies.

1022. Why do you suppose we elected to go to Tanganyika instead of, say, to one of those more prolific territories for our Groundnuts Scheme? You said that as far as oil palms were concerned, Malaya and Sumatra were more productive?—If you are in a jam you have to select the particular plant which will produce the oil quickly, and the groundnut is an annual crop. The oil palm in West Africa will not produce anything until the seventh year, and it will be 11 years before you will get full production. In Malaya the period is a little less, two years less I believe, but even so it is a long business.

1023. Have you heard anything about a proposal to develop something of this kind in Australia?—Yes.

1024. Would that, in your view, be a commendable procedure?—If the conditions are right. The world is going to need not one East African Groundnuts Scheme but

10 or 11. So let us hope that the conditions will be favourable there. They are not superficially as favourable as in Tanganyika.

1025. So that from what you say, the problem of the fats shortage is going to be an enduring one for some time?—Unfortunately I have been on record as saying that it will endure for 10 years.

1026. Have you any knowledge of what other countries are doing? Do we take account of development in other countries? Have we any information from the Food and Agricultural Organisation, for example?—I devoted the last speech I made to this subject, and I will send the Committee copies of that. It was on the subject of oils and fats for western Europe. There are possibilities in other countries, in Indonesia for example, but they have not settled down yet. Then there are a number of other prospects, and experience will tell us whether they are as attractive as East Africa generally.

1027. You have mentioned, and my colleague has mentioned too, the problem of transport difficulties. In the House today we heard, as far as the East African scheme is concerned, some criticism on the making of a deep-water port at Mikindani. Have you any views on that?—They have sent out some very competent experts to survey that place, and I would not put myself on record as differing from them. I am sure they were not people who went out with prejudiced minds.

1028. Speaking about transport again, a new agent has come in in the form of the internal combustion engine. How far would that relieve the problem in West Africa, do you think?—The truck, you may say, is the main ancillary method of moving goods in West Africa. The use of that is developing all the time. From the point of view of economy—I think this is right—the truck could be helped very much if the standard of the roads were improved, so that they could run bigger units. I think at the present time they have an axle-load of 4½ tons maximum, and obviously that puts some limitation on the efficiency of their use. That will be the big development, using the truck as a feeder to the railways.

1029. The question was raised as to whether there was any likelihood of use being made of any other industrial development of the railways. Is there any prospect agriculturally of any other commodity in the development of these schemes, apart from the groundnuts?—Any new developments of minerals will obviously require rail transport, and the development of the forests of the Gold Coast will make extra demands on the railways of the Gold Coast. That is not suitable for haul by truck the full distance. It could be hauled by truck to the starting point of the railway.

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[Continued.]

1030. Do you find much difficulty in recruiting adequate labour for your work?—African labour?

1031. Yes?—Certainly not, no.

1032. You said in Nigeria the problem is easy?—In the British colonies in West Africa, I think. The one difficulty may be in getting Africans of a sufficient standard of education to do the clerical jobs; but in regard to manual labour there is no difficulty.

Mr. H. D. Hughes.

1033. I gather that you really have no manpower difficulties at all in your schemes?—Not in British West Africa. (Mr. Cole.) That is so. Gambia is the only one.

1034. What about on the technical side?—(Mr. Heyworth.) There the technical people for forestry operations and plantation operations have to be white men at the present time. We have got working in ship-repairing yards and places like that so-called African craftsmen.

1035. I was rather interested in your statement that you are providing education for the natives?—That was in the Belgian Congo.

1036. What kind of education is that?—First of all, what we do is, under the Convention we subsidise the Missions which do the primary work of education in the areas in which we operate. The Missions get money from other sources, of course, but some from us. In the bigger areas we have also got secondary schools where we pay a bigger proportion of the subsidies. Finally, we are starting technical schools of our own to train Africans as plantation managers and as engineers, but we have to do that wholly ourselves. This is not in British West Africa, where we do not have the same obligations. We pay taxes to the Government to do it there.

1037. These schemes would cover large numbers, of course, would not they?—Oh yes.

1038. May I just ask a little further information on this last point about "Co-ordination of Government activity with private enterprise activity." You say there is a danger of conflict over supplies. Is that because of these reasons here, or is there any special conflict?—No, not normally. If there were plenty of supplies there would be no conflict. Always where everybody is trying to get the same thing there are bound to be differences of opinion. We would not think much of our brewery men if they did not say the brewery was the most important thing.

1039. Do you think that at the present time you would say that priority is not being properly considered?—I do not know that I would say that.

1040. You say here—and I think it is right—that priority should be given to "expenditures to maintain existing production," and "new productive developments offering early returns"?—Some of the long-term things will have to wait, because we might all be dead in the meantime. It is a question of survival and you have to put first things first.

1041. In fact we are doing that?—I hope so. I have no reason to believe that we are not.

1042. I am trying to find that out?—I was not trying to criticise anybody; I was merely stating what is fairly obvious.

1043. Then I think you said that there were only just three million earning?—3.6 per cent. earning a wage.

1044. Yes. That is out of what population?—Out of 5 millions in the Gold Coast. That is where I gave you the figure of 3.6.

1045. 3.6 out of 5 millions?—Yes, wage-earners. Those would be people on the railways, people in the ports, and so on.

Mr. Norman Smith.

1046. Are we to understand that too much is being attempted?—Undoubtedly, yes. If we add up all the excellent colonial development schemes and all the things which have to be done, we would certainly be trying to get more than a quart out of a pint pot if we tried to do all of them at once.

Mr. Willis.

1047. In paragraph 5 of your paper what do you mean when you talk about the machinery of co-ordination being normally adequate? What is the machinery?—As you would deal through the various supply departments of each colonial government. (Mr. Cole.) Each colonial government has a Director of Commerce and Industry. (Mr. Heyworth.) That is the co-ordination authority.

1048. And they would discuss with you the relative importance, we will say, of a scheme that you wish to undertake—your plywood mill or your brewery, for instance—as compared with a scheme which someone else wishes to carry out?—(Mr. Cole.) They would not discuss priorities; they would give us the backing.

1049. But if they thought it was desirable not on economic grounds?—(Mr. Heyworth.) They are not concerned with that. The economic risk is ours entirely.

1050. That scheme would then come here, would it?—Yes.

1051. What happens to the scheme after you have put it up to the colonial Government?—If it involves building, we then have to get the allocation of steel for it in this country.

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1052. From whom?—From the Ministry of Supply in that case.

1053. Does the Colonial Office play any part in that?—We would not be much good if we did not get the Colonial Office backing for it, but that does not get you the steel. You have then got to go and do battle with various other departments.

1054. In other words, you get Colonial Office backing, but that gives you no indication as to whether material may be available?—That is correct. There are many difficulties in this game, I can assure you, before you can put a spade into the ground.

1055. So that from your end of the business there is no sort of overall endeavour to allocate priorities at all?—We obviously know that we cannot do all the things that we would like to do, so in our own little sphere we say "That thing ought to go forward before that thing." Then it comes through this procedure and the Colonial Office say "That is a sensible thing to do. We quite agree with it. It is in accordance with general colonial policy and the particular policy of the colony. Here is our blessing." That is some help. Then you go to the man who deals with steel allocation here, and he says "The total allocation is 100 tons," (or whatever it may be) "and you seem to want more than the whole lot," or something like that. That is just a condition which arises out of the condition of the country as a whole.

1056. Yes, but the Committee would like to know how it is to be tackled. Has your organisation any schemes which are being held up for lack of materials, that you have held up or that are being held up?—In both categories undoubtedly: "that we are holding up" because we think that, having regard to the state of the country it is desirable and in the national interest we do not think that we can do it at the present time; and "that are being held up" because we just cannot get a quart out of a pint pot.

1057. Is there likely to be any conflict between your organisation and the schemes that you contemplate and the schemes that the newly set up Overseas Development Corporation will undertake?—All I would ask is that if there were an issue, that the issue would be decided on its merits. That is all I can ask for.

1058. All I wondered was whether you anticipated that there might be a certain conflict between you?—The more it is attempted, the less chance one's schemes have; but since I think it is desirable that some of them should be done by the Government, obviously the conflict is greater at the moment.

1059. What is the measure you would apply as to whether they should be done by the Government or through some

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agency?—I think the issue that is decisive as far as the Groundnuts scheme is concerned is the alienation of land policy, which I do not think could be done by private enterprise under existing conditions. It may be that that is a scheme which, instead of being made up, as it would be under private enterprise, of a number of different capitalists, may have to be conceived as a whole, and it may be in that case too large to do on our own. We might have been able to do one quarter with somebody else doing another quarter, but since that scheme had to be started in a hurry it seemed to be desirable to plan it as a whole, and since we live in a world where we have to adapt ourselves to the circumstances that is an added reason why it should be done by the Government.

1060. How does the output per acre compare as between the native producers and your own concern in Nigeria, regarding groundnuts and oil?—We do not produce any groundnuts at all.

1061. And the oil palms?—There you cannot say, because all the native does is to crop a tree where God planted it. We plant our trees all in rows close together. So obviously the density of our stand of palm trees is very much greater, but you could never get a fair comparison per acre. If the native cultivated on our basis, he would have to clear a piece of land and then replant it all with palms.

1062. And he will not do that until he gets some incentive to do it?—He will never do it, because it takes seven years before he can get anything from them, and I have never met a native who will look seven weeks ahead, let alone seven years.

1063. So you do not think that any incentive could ever be devised to make the native make the best use of his land?—We will send you a paper as to how we think it could be done. We have worked out a scheme, but to expect a native to fell one palm tree—well, I have not that much optimism.

Mr. William Wells.

1064. Is it normal when a scheme is put up by one of your people in Nigeria, we will say, for it to come up to you in London first before it is discussed with the local Government, or vice-versa?—(Mr. Cole.) I would say that our experience is that it is never born in Nigeria. It is almost invariably born in London.

1065. So it is born in London and it has to go out to Nigeria?—It is born in London, and if it is of sufficient magnitude the Colonial Office are sounded, then the Nigerian Government is sounded on the matter, and from there it develops in the way we have discussed.

1066. So that it takes quite a while to get a project approved before you can start

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carrying it out?—The speed at which Governments move is of course well known.

1067. Without being discourteous to your organisation at all, there may be times, owing to the difficulty of the problem, when your own organisation cannot move all that quickly?—Oh, very often.

1068. From your evidence I would like to try and find out where you think there is most room for the Government doing (in its broadest sense) more to further your various projects. In paragraph 2 (v) of your paper you mention the difficulty of "Uncertainty as to tariff and excise policy." If you take all those other four points above they are mostly outside the control of governments. Then "Disturbed political conditions": a lot of people go to make up "Disturbed political conditions." "Uncertainty as to tariff and excise policy": that is a clear thing which could be removed by proper Government action?—(Mr. Heyworth.) Yes.

1069. Now in paragraph 3 (iii) you would like to see better and more uniform services of economic information throughout all the colonies?—No, I do not make it as sweeping as that; the ones that we know most about.

1070. You would like to bring the standard of all colonies up to the standard of the best?—Further even than that.

1071. From the evidence you have given us, I suggest that you would like to see a more comprehensive and more centralized organisation of research on colonial problems, when you compare, for instance, the work of the Belgian Congo with anything we have got?—Centralized? I do not think so. The value of research will depend. You have to have a big enough unit to have enough scientists together to spark one against the other, but beyond that there is no virtue in centralisation.

1072. There is no virtue in centralisation, but when you are dealing with a limited manpower some central allocation of them may be necessary?—The likelihood of them overlapping is about nil. One thing which will produce nothing in the way of research is when you put people together and try to make them answer 10 questions at once. You cannot get any results with that. They have to fix their own programme and work on it.

1073. Do you think there is a very ardent impulse from the centre towards research being carried out in the colonies?—Yes.

1074. Do you think there is room for improvement in the educational services, again having regard to the necessary limitations of manpower and materials at the present time?—You are really asking me: is the quality of the present education inadequate?

1075. Yes?—I do not think I can answer that. I think the people who are there are doing the very best they can, but they have not enough tools.

1076. It is a quantitative difficulty and not a qualitative one?—Yes. Do not think I am endorsing the standard of education given by the 605 different missionary societies.

Mr. Yates.

1077. But there must be considerable ignorance?—"Considerable" is an understatement.

1078. Then surely you cannot be satisfied?—I am not satisfied, but you are asking me about the quality. I have already said that the quantity is inadequate undoubtedly.

Mr. William Wells.

1079. Having regard to all the difficulties that exist, you would encourage a more pessimistic rather than a more optimistic attitude about the results in the near future of the development that Africa can produce?—Yes, undoubtedly. The general expectation is that something may happen tomorrow, and that certainly is not justified.

Chairman.

1080. Do not you think it is going to be a very great disappointment for a false impression to be created as to how soon these schemes are going to fructify?—I think that to publish a plan, even if it is a ten-year plan which shows an expenditure of, say, £55,000,000, and then not to be able to move at that speed causes a problem, and perhaps political trouble. When a man makes a plan he makes that plan on the basis that he has got unlimited opportunity, but if ten more people are making similar plans the sum total is more than the resources of the world can cover.

Mr. H. D. Hughes.

1081. You said that you thought that too much was being attempted. Does that mean that we are dissipating what resources there are available in steel and so on over too many different schemes, or would it be better if we concentrated on a few schemes?—In this country we would get on faster if we attempted less, certainly, and I suppose the same thing is true there. In other words, instead of everything taking three years to obtain, if we tried to do less, perhaps the delivery dates would come down six months and we could remember what we ordered the things for!

1082. From your experience as somebody who is trying to push through a certain number of economic development schemes in the colonies, the present central control of allocations and priorities is not tight enough to keep the thing within the bounds

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of possibility?—I do not know if I am justified in answering that question, because it varies from colony to colony. (Mr. Cole.) Undoubtedly, yes, it varies from colony to colony.

1083. But I am thinking not so much of what happens at the colonial government end as what happens at the London end. You may get a scheme through a particular colonial government, but in the last resort you have got to get the steel from the Ministry of Supply here and so on. I am thinking more of central control in London?—(Mr. Heyworth.) I think it is only human nature that if one colony is particularly active and sends forward ten schemes and another colony is not so active and only sends forward one scheme—I have a sneaking feeling that the one who sent ten schemes forward might get more steel than the one which only sent one scheme forward, although it may not be right. You cannot get away from human nature. The man in London says “I have turned down nine schemes; damn it, I must let him have the tenth.”

1084. Then turning to the question of conservation of resources, I was thinking particularly that you were talking about plywoods and timber. What control is there to make sure that the right amount of re-forestation is being done?—That is excellent, I would say. In fact we are allowed cutting leases, and there is a complete rehabilitation of the forests in 125 years. It is all slow-growing, but they know what they are doing. It is absolutely first rate. Nobody knows whether it is going to be 124 or 126 until we come to it; but it is very sound. I have no complaint, and I am certain that they are not destroying something which will never be there again.

1085. Going back to an earlier question on processing, I have heard the point made that not enough is being done to develop the secondary industries of processing the crops in the colonial territories and in that way generally to help the economy of the colonies. Have you any views on that?—

(The Shorthand Writer was instructed not to report a part of the evidence.)

Chairman.

1088. We are very grateful to you for what you have told us. May I ask you one or two questions? Regarding the concessions which you have in the Congo and the number of obligations that are put on you for education, hygiene and housing, do you think that the natives in the Belgian Congo really profit by the Belgian system more than they do under the British system?—I think that is a difficult question to answer. The state of the native in the Belgian Congo as far as development is concerned is less advanced. After all, they have only had the benefits (or otherwise)

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I will deal with the field I know about. If you do oil-milling of the palm kernels in West Africa instead of in Hull or Liverpool or London, you do not get anywhere at all because it is a more expensive operation there, because you have got to build a plant in a tropical country in the first place, which costs a good deal more, and of course the cost of your European supervision is very much more. In addition to that there is no market for any of the residual products in the country, so there is no particular advantage in doing that. In fact we have done it, and we have lost a quarter of a million pounds. That is only one case. If we thought it better to do any of our processing jobs out there, we would certainly do so.

1086. But broadly speaking, although from the colonial point of view there might be advantages in developing the economy of the territory, or advantages as a business organisation, the strong tendency is to have the processing done at this end, for economic reasons?—It means that the price that you can afford to pay for the West African produce is higher because you do it efficiently. It could not be to the advantage of the local people to do something that is inefficient. (Mr. Cole.) The reverse is the case in fact.

1087. In your earlier evidence you pointed out the development taking place in India, Burma and so on. Would it be broadly true to say that as Africa develops towards self-government and possibly independence, the feeling of security of private enterprise in these territories is likely to diminish?—Yes, but it has never been the view taken by my own Company. I cannot speak for the others. You have all seen what happened. Let us all hope that the outcome is going to be satisfactory. In India everybody says “This is no time to be doing a vast amount of redevelopment.” Even if they were ready for self-government in Africa, the period of change-over is a period of upset. We have that state of affairs in Burma now, for instance.

of western civilisation for 50 years; whereas they have had it for 200 or 300 years in British West Africa. Also, they have a very different population problem. They have a very large country with insufficient population to develop it fully, so that the basic conditions are very different. All I can say is that the Belgian Government is, in my opinion, a fair and just referee, as seeing the balance between the two sides. But we cannot possibly attract labour unless we give them something that we and they think are conditions which are adequate. In that connection we are going in for ranching in the Belgian Congo for

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[Continued.]

no other reason than to provide these people with red meat, a thing they do not normally get. Although you may give a native dried fish, which has the same nutritional value, it does not mean the same thing to him. He wants some blood. So that if we get red meat we will be able to get better work out of them and raise their whole standard of living. If you do raise the standard of people, you will get something for it.

1089. In regard to the United Africa Company, which is one of your subsidiaries, which has been acting as Agent for the Ministry of Food, I understand from the evidence that we have had that the problem there is to provide the technical people whom you want, and also to put up houses for the people who work on that scheme. You are handing over that scheme to the Ministry of Food in July, are not you?—I think the beginning of the change-over will start at the end of next month, but we are not going to withdraw everybody the next day.

1090. It will merge in?—Yes.

1091. You have seen the Supplementary Estimate in regard to the East African Scheme, and as we are an Estimates Committee we have to consider that Supplementary Estimate.—Yes.

1092. And the figures that we have had given to us as to the reason for that Supplementary Estimate are necessarily only figures which come through the Colonial Office, but the breakdown is not done very thoroughly. Now could we have a note from you as to what the real difficulty from the point of view of the Agency was? For instance, I understand that one of the miscalculations of the money required was due to the difficulty of obtaining tractors and so on which were required, and also a miscalculation in regard to harbour facilities and not taking into account the incoming machinery which was not provided for. As stated in the Estimate it looks rather extraordinary. Have you read the Estimate?—I have not seen the details of the last one.

1093. I think from the point of view of the United Africa Company it would be a good thing if we could have a paper which would give us a little more explanation of that.—We would have to do that in conjunction with the Ministry of Food, because we are their agents.

1094. I think they particularly want it done.—(Mr. Cole.) I think we must ask the Ministry of Food. After March 1st we would have to ask the Corporation.

1095. All I mean is this, that we shall be making a Report to Parliament, and it might be a very convenient means to have an Appendix which would really explain why these things occurred in greater detail. (Mr. Heyworth.) All I am pointing out is that we are the agents of the Minis-

try of Food at this time, and as managing agents for them our responsibility is to them, so that we will have to ask them to put it forward to you.

1096. Yes. As an Estimates Sub-Committee our task is to examine the Estimates and report to Parliament. In this case you have a scheme where one of your companies is the Managing Agent?—Yes.

1097. We do not want to "pass the buck" from one to the other in the period of transition, and therefore I think it is very important that there should be a paper that could be attached to our Report which would state the facts which you, as Managing Agents, and the Ministry of Food would agree.—I see.

1098. Because I think it is unsatisfactory to leave it in the form in which it is now expressed.—I could not tell you whether that statement is made on the basis of detailed calculations or not.

1099. I think somebody ought to know the details, because it does not look very satisfactory to leave it like that. It looks as if there had been a slip-up in making the Estimate. The purpose of the Estimates Sub-Committee is to see that the Estimates are carefully compiled.—I would be surprised if any Estimate that was put up came out right, because nobody can foresee what delays there will be and what differences in prices there will be. I am not even allowed to raise my eyebrows, as Chairman, if somebody comes along and says "We have spent £25,000 too much".

1100. Yes. We are not in a position to make a further explanation, but undoubtedly you would be. We are most grateful to you, Mr. Heyworth, for giving us an opportunity of hearing your evidence and getting your views. What you have told us will help us very much. I think we shall all go away with the impression that your paper gives us a most admirable outline. I think all of us are rather impressed by the fact that there are so many schemes and we are beginning to doubt whether even a fair proportion of them will ever be in being by the time the period runs out, which I think is ten years. What we would like to do would be to see which of these various schemes are of the greatest benefit to the people here and to the natives out there and to concentrate our energies on a few of them, rather than waste our efforts in too large a field.—I am sure, from my own experience, that if you are able to do that you will be making a very real contribution to the development of the colonial empire, because the one thing it will prevent, by bringing realism in, is the sense of frustration, and nobody can count what it costs in political trouble and also in general inefficiency. A frustrated man never does a good day's work, whether he is a chief

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medical officer or merely a native. That is one thing which does travel over all human nature. I think it is a very sensible approach which this Sub-Committee is taking. May I thank you for the interest you have shown in this subject, because,

after all, it is a great pleasure for people who are enthusiasts in the development of the colonial empire. I hope we all share that enthusiasm in common.

Chairman.] Thank you very much, Mr. Heyworth.

The witnesses withdrew.

Adjourned till Wednesday next.

WEDNESDAY, 25TH FEBRUARY, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Sir Peter Macdonald.
Mr. Parkin.

Mr. Norman Smith.
Mr. William Wells.
Mr. Willis.
Mr. Yates.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Sir SIDNEY CAINE, K.C.M.G., a Deputy Under-Secretary, re-called and further examined and Mr. W. A. MORRIS, Head of the Supplies Department, Colonial Office, called in and examined.

Chairman.

1101. Sir Sidney, we want to tell you how much we appreciate the help you have given us on previous occasions, and the Sub-Committee are also grateful to you for the note that you sent us which deals with the provision of materials for the Development and Welfare Schemes. I do not know whether you wrote that yourself, or have you seen it?—(Sir Sidney Caine.) I have seen it.

1102. It is a very valuable document and the Sub-Committee are grateful because at several points in the document you say that we have put our fingers on points of substance?—Yes, decidedly.

1103. And you have given us some enlightenment on those points. Before we go any further, the Sub-Committee would be grateful to hear from you something in extension of the formal Joint Communique as a result of your Conference in Paris last week, because I think we attach importance to the fact that you are co-operating now with the colonial governments of other powers. This Communique is a very good one, but I take it that there are various other points that you would like to tell the Sub-Committee?—Yes, sir, I think I could add a little. Before I do that, I have brought with me this afternoon Mr. W. A. Morris of the Colonial Office. He is now Head of the Supplies Department of the Colonial Office. He may be able to deal with any points of

detail on the Supply side, which he would know more about than I. I should also say, in fairness to Mr. Morris, that he is a little handicapped because although he has served before in the Supplies Department he has only recently taken over charge of it in succession to Mr. T. W. Davies, who was most unfortunately lost in the aircraft which disappeared recently off Bermuda. He was on his way to the West Indies. So that although Mr. Morris will be able to deal with some matters he is somewhat handicapped, as indeed we all are by Mr. Davies' loss.

1104. Was Mr. Morris working with Mr. Davies?—He had been; not immediately before but some time before. Regarding the French talks, I would say that I think our Communique was a good one in the sense that it was a perfectly accurate and open one. It did deal with all the subjects that we discussed, and we did not keep anything up our sleeves in that Communique, although it naturally did not go into every detail of what was discussed. I think there is really not very much to add to it except to mention a thing which is very difficult to bring out in a communique but which is really of greater importance than anything else, that is the extremely friendly and cordial personal relations which have been established between the officials concerned with economic matters in the Colonial Office here and the corresponding officials in the French Ministry of Overseas France. That, I think, is the most important thing which

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has resulted from this discussion and the previous talks which it succeeded. As I say, beyond that I do not think there is anything that I could add at this stage to the details. If there are any matters which members of the Sub-Committee would like to ask about, I should be happy to try and elaborate on those points.

1105. You have stated in the third paragraph of the Communique that the matters discussed were Marketing Policy, Communications, Inter-Colonial Trade and Colonial Development Plans. This conference was confined to French possessions?—Yes.

1106. Is it intended to have a conference with Belgium about the Belgian Congo?—Yes, we hope to. We have already been in contact with the Belgians for some time, and we shall expect to have further discussions of a similar kind with them.

1107. Fairly soon?—Fairly soon, yes; but nothing has been arranged.

1108. Do you look upon it as a matter of some importance?—Yes. Indeed, in some ways collaboration with the Belgians and the Portuguese in Central Africa is of greater importance than collaboration in West Africa, particularly from the communication point of view.

1109. Especially with Portugal over the East African shipping question?—Yes.

1110. Was there any mention made by the French of their experiencing difficulties as regards scarcity of supplies for their development schemes?—Well, that was not specifically discussed at the conference, but I think I can say that in the general discussion of the development position which we had before coming down to the detailed plans they made exactly the same points about difficulties, which so much oppress us in trying to carry out our development, in securing supplies and in securing the trained personnel. In fact I think it would be true to say that they are even more short of physical supplies than we are.

1111. Was there anything said about the possibilities of them developing in their hydro-electric power schemes and so on, and that we could have a share in purchase of power?—We did not discuss anything of that kind, and I do not think in fact that in that area there is likely to be any interchange of that kind. That, I think, is one of the things which we think will emerge from the fuller examination of their plans which has now been arranged. Actually they were not in a position to give us all the local detail. They gave us a general summary and they have promised to let us have the local details of each particular territory, and we shall be looking

into all that kind of possibility of dovetailing in with them in these developments.

1112. It is conceivable that it would be possible to revise some of our schemes and possibly hasten the development of others if it was possible to obtain power and that sort of thing from another territory?—It is possible, but I think the outlook for that kind of thing in West Africa as a whole is perhaps less than in some other areas. There may be something of that kind to be done by some sort of joint activity on the Niger river, but at present we are only at the stage of a detailed survey of the river, the flow of water and so on. That is now being undertaken jointly by ourselves and the French.

1113. Does that go right up to the Lake or not?—I think it is the whole course of the river.

1114. The other reference you make there is to marketing policy. What does that cover? Does that take into account reduction of Customs barriers and that sort of thing?—No. "Marketing Policy" means the policy of each country in the marketing of the produce of their respective territories.

1115. It is export, is it?—Yes, it is export, and the important thing is that we keep each other informed of the prices that we pay for, say, groundnuts in Senegal and Gambia.

1116. And hides and things of that sort?—Yes. There is a certain amount of traffic across the frontier, and it would be extremely inconvenient if we were paying half the French price or they were paying half our price, because then all the produce would slip away over the frontiers; so it is desirable that we should keep more or less in line; and equally from the point of view of the prices at which native produce is sold either to the metropolitan countries or to other overseas countries. Obviously it is desirable in general principle that the same fundamental principles of fixing those prices should apply all round, and indeed the general principle is to have regard to the general world conditions and actual costs of production.

1117. We were told in evidence that the employment of natives on various schemes was dependant to some extent on their willingness to continue to work for more than a very limited time, and that when they had received such money as they thought necessary at the time they ceased to work. We were also told that if there were more consumer goods available for them to purchase it might have the effect of them giving longer time to their work which they were asked to do?—Yes.

1118. Would not it help if in these arrangements with foreign countries we

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could get some consumer goods, so that they could stock up and thereby give an incentive to the labour?—Yes, if we could get them. The principle requirement is textiles, cotton goods; that is the predominating thing in West Africa; and we have done quite a lot in trying to get cotton piece goods from other countries besides from the United Kingdom. At various times we have purchased in America. Purchases were made last year from Japan, and I do not think there are any available which we could lay our hands on.

1119. You do not think the French would be willing to collaborate on that?—If we asked the French to collaborate on that it would probably mean our supplying them, because the shortage in the French territories is much greater than in the British, partly because they were very very badly supplied during the war, and they have a lot more leeway to catch up.

1120. That was one of the subjects about which you did not want to develop further talks at the moment?—Possibly.

1121. In regard to communications there was something about common user of river craft, and matters of that sort. Have you made any progress on that subject?—Regarding river craft, the position is that the evacuation of produce from the Northern French Cameroons is normally by river craft on the Benue and the Niger. All that happened at these talks was that we informed the French that the United Africa Company and John Holt's, who are the owners of the river craft at present, had notified us of plans which they have for rehabilitating and modernising those boats which have deteriorated during the war; and they have told us it is going to be a pretty expensive business, and that it may therefore be necessary to increase the charges. The matter is at present under examination by the Nigerian Government to see whether any arrangements could be come to, with possibly some kind of Government participation in the whole business, by which this increase in charges could be somewhat mitigated. We simply informed the French of that position because it was of great interest to them, and it may be, at a later stage, if there was some arrangement for a public utility, they might wish to come into it.

1122. But it is a fact that river communications are very important?—They are very important, yes.

1123. And at the present moment it is holding up the export of produce because there are not enough craft, and because such craft as there are are out of date?—It is not actually holding us up. At the moment the river craft are just sufficient to keep pace with it, but they will not be able to

in a year or two's time unless orders are placed now for some more craft.

1124. Has anything been done about that?—Yes. United Africa and John Holts have placed orders, I think.

1125. You think they have?—Yes.

1126. Where?—In this country.

1127. Can they get the allocation?—Yes. I think they will not get quite immediate delivery, but they are going to get delivery at a not unreasonable time.

1128. In regard to the rehabilitation of railroads, do they have any suggestions to make about linking up the existing railways?—No, sir. The only practical proposal on that is the extension of the Sierre Leone railway over the border into French Guinea. It would not necessarily link up with the French railway, which is somewhat more to the north, but it would supply a more economic route for the evacuation of produce from the country just over the side of the border.

1129. Did they give you any indication that their position was such that they could produce and supply meter-gauge rolling-stock or rails?—No.

1130. They are short of them, are they?—Yes.

1131. Shorter than we are?—Yes.

Chairman.] Would any members of the Sub-Committee like to ask the witness questions on this paper?

Mr. Norman Smith.

1132. I thought the memorandum you supplied to us was very clear, but I would like to ask this question. These Belgian and Portuguese currencies are hard compared with ours?—Yes, comparatively hard. Belgium is comparatively hard, yes.

1133. You do not foresee much difficulty arising from that, do you, in this economic collaboration?—I do not think there should be, no.

1134. Nobody is going to insist that we must balance our trade with the Belgian area?—No. I think actually our contacts with the Belgians and Portuguese are not so much as to mutual trade, but as to communications arrangements and other technical collaboration, such as in the field of locust-control and that sort of thing, which are of great economic importance but which do not involve trade.

1135. This country's trouble is the short-term pressure on us?—Yes.

1136. Is there any hope of mitigating that pressure by getting from the Belgian or Portuguese areas imports into this country which for the time being would be unrequited, as a result of these contacts with the Colonial Office?—I think that really depends on the monetary policies

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of the Belgian and Portuguese Governments. What you are suggesting is that they should be prepared to accumulate sterling?

1137. Yes?—In excess of the quantity which they are prepared to accumulate at the present time. That kind of thing we should not discuss in these purely colonial talks. That would be a matter for discussion between the Treasury Departments of His Majesty's Government and the Belgian and Portuguese Governments.

Mr. Edward Davies.

1138. Regarding this question of Transport in Command Paper 7167, which is getting a little out of date now, we are told that Mr. C. E. Rook was the Adviser on Colonial Inland Transport, but unfortunately he had to resign owing to illness?—Yes.

1139. In answer to a Question to-day in the House, we were told that a gentleman had been appointed from the 1st of January?—Yes; that is Mr. Bunning.

1140. He is a railway man?—Yes.

1141. Are we satisfied that we have the necessary advice for all the important problems of transport which we have to face in respect of dock and harbour work and road development, as distinct from railways? We have had some Questions about that new port at Mikindani, as to whether it should be a deep-water port or a shallow-water port. Are you satisfied that we have sufficient informed supervision and advice on these problems?—I would not say that we have advice of that kind in any permanent staff attached to the Colonial Office, and I rather doubt whether we ever could have. Our practice has rather been in the past—and I would say it is still a wise practice—to call in experts as they are required. We could not employ a first-class port expert all the time. We find it better to call in people as they are required, such as civil engineers or people with experience of port management in this country, to give us *ad hoc* advice. I think you will remember that a similar question was addressed to Sir Thomas Lloyd at an earlier meeting, and I think he answered that that had been their practice.

1142. We have, have we not, some sort of Economic Advisory Council as distinct from these expert gentlemen?—Yes.

1143. And we hear that the last meeting of that Council was in August last, at which there was a certain amount of apprehension expressed?—Yes.

1144. Is it not a fact that those gentlemen are there to advise us in a week to week or a month to month capacity?—Hardly. They are there to advise on general economic questions which may be referred to them by the Secretary of State.

They are not experts on such problems as this particular transport problem.

1145. They would be on labour problems. I see that Mr. Benstead, for example, is a member and would be brought in for labour matters?—Yes.

1146. But they have not been meeting very frequently?—They have not been meeting very frequently largely because it so happened that they met quite frequently for some time because they were examining all the detailed 10-year programmes of the colonies, and that has come to an end in the sense that the 10-year programmes are now nearly all approved, and those that are not approved have not yet been received; there are no more awaiting examination, and the time to review them has not come along.

1147. And no more programmes exist?—In time it will be necessary for them to be reviewed, but you cannot start reviewing them the next month after you have approved them, and it so happens that there have been no other questions which it has been thought desirable to refer to this Council. However, we do in fact anticipate that in the near future the Council will be brought into a good deal more activity.

Mr. William Wells.

1148. At the end of the last paragraph but one, you say: "It was also agreed to consider further the possibility of joint action to improve supplies of cattle, meat, and fish." Could you elaborate on that a little further?—Regarding cattle and meat, the position is that there is a considerable cattle industry in Northern Nigeria and in the northern parts of the French Cameroons, and also in the northern areas of the Gold Coast and the French territory immediately to the north of that; and there are two things in mind there. First of all there is the actual facilitation of the movement of cattle across the borders. There is a certain movement actually from the whole of that northern area into Southern Nigeria, and they are driven down to Southern Nigeria, which is not cattle country at all, to where there is a demand for meat. That is the first thing: arrangements for facilitating that movement and for helping the traders to get their cattle through in something other than skeleton condition. At present they go over such rough country and take such a long time over it that they arrive half-starved. The second thing, which in a way is much more interesting, is that both we and the French have been considering the possibility of establishing a meat cannery in our territories in order to avoid this wasteful movement of cattle on the hoof, and possibly build up an export trade, not merely a trade within the territories but be able to export canned meat. I

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should say that the export of any kind of fresh meat is practically impossible owing to the risk of disease. It is therefore practically impossible to import fresh meat from there to this country; but canned meat could be imported here. We have both been thinking of this possibility and we have both been a little hesitant because we were not quite sure whether there would be enough cattle available to support a factory. So it was an obvious opening for collaboration, that we should get together and have a joint factory which would tap the whole cattle supplies of the two areas, both British and French. So we have agreed that there should be a joint technical investigation into that possibility: and that will be put in hand as soon as we can get together the technical people to undertake the investigation.

1149. Will it be dietetically desirable to export meat from these areas?—I think it may be that ideally they could consume more meat. There are probably a considerable amount of cattle there; the actual numbers of cattle in those areas are very large indeed, but they are not properly utilised at present under the existing method, and by the time they get into the consuming areas, as I say, they are mere shadows of themselves. Most of the meat has been consumed by the cattle themselves in the process of their getting there. So it may be that a very much larger quantity will be available if it is turned into canned meat, and they might be able to provide for the existing areas and still have a surplus over for export. In any case it is a little doubtful whether the population in Southern Nigeria would in fact be prepared to accept very much in the way of canned meat, however dietetically desirable; they may say they would prefer all fresh meat; so we may not be able to sell the canned meat in Nigeria; we do not know. But in any sort of development we would certainly make sure that it will not be at the expense of the existing consumers. We should make sure that there was at least as much meat left for them as they are getting at present.

1150. At the moment they are not getting anything like enough?—No, but on the other hand it is not quite certain that they would take more meat if it was in canned form.

1151. So that really the problem, speaking purely in terms of dietetics, would be either to get the meat canned or to make some arrangement for them to get more fresh meat?—Yes, but that might not be possible. There is the difficulty of transport.

1152. You cannot keep the cattle?—You cannot keep the cattle because it is all tse-tse country. In fact a good many die on the way, as it is.

1153. I suppose the veterinary services are very primitive or non-existent?—Yes.

Mr. H. D. Hughes.

1154. The last paragraph of your Communique mentions contact between the two departments in exchange of planning information. Can you tell me how detailed that will be and what procedure you have in mind?—We hope it will be as detailed as possible. The actual position is that we have already supplied them with copies of all the ten-year programmes so far approved. They, as I say, during this Conference supplied us with a summary of their own plans, and they have promised to supply more details very shortly; and then it is our hope and expectation that our own Economic Intelligence Planning Department and the corresponding French Department will meet and examine these things in considerable detail, and will maintain constant contact.

1155. That may mean, may not it, that some modifications of the 10-year development plans in certain areas, which have already been approved might appear to be desirable?—Yes.

1156. What is the procedure for modifying them?—We have not, as it were, taken that fence yet. All we have said is that the two planning organisations will get together, and if they see anything of that kind which looks as if it needs modification they will report it to the two Governments and we will then consider what to do about it.

1157. Once the development scheme is approved, I suppose it is almost the property of the colonial government; therefore, there may be some difficulty in getting modifications?—Yes, but I do not think that would be at all impossible. The probability is that the modifications desired will be on points of mutual benefit, and I should not have thought that there would be much difficulty about them.

Chairman.

1158. Arising out of what Mr. Hughes said, whilst these things are being settled at the Colonial Office level in Paris and in London, I suppose it will mean that there will be conferences of the local colonial officials of both countries on the spot?—Yes we have taken that point very definitely, and on marketing policy it was specifically agreed that there should be direct and as frequent as necessary interchange of information between the administrations on the spot, because very often the details of prices are fixed locally and not in London. That applies to communications equally; indeed, there was a local conference at Dakar in May of last year, and it has been recommended that there should be another local conference as soon as sufficient progress has been made with the things which make it worth while reviewing the situation. On the development plans, also, it has been agreed that there should be constant contact between the local administra-

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tions, particularly in order to keep each other informed as to the actual progress of the schemes of development.

1159. And also on questions of research, presumably?—Yes, but over research I think the contact will have to be rather more central, because research itself is rather more centralised on both sides; but certainly in principle the intention is to develop close contact all down the chain.

1160. In regard to ocean shipping and the shortage of tonnage, are the French well provided with tonnage?—That we did not take up at all.

1161. But is not it rather an important point?—It is not a matter which is troubling us particularly at present. Our difficulties are not those of ocean shipping, but of internal transport.

1162. May the Sub-Committee assume that as far as ocean shipment is concerned, apart from loading and so on, the tonnage available is adequate for all purposes?—I think it is adequate for existing purposes. (Mr. Morris.) I do not know of any recent complaints. For existing purposes we do not get any complaints about shortage of shipping space as we did during the war. Shippers here get their supplies away. (Sir Sidney Caine.) I would not like to say there would be any substantial increase in shipping, but it is adequate to meet the existing traffic.

1163. Then those stories about cocoa deteriorating because there is not sufficient tonnage to lift it are not true?—It may be because we are not able to move it fast enough inside the colony.

1164. Once it gets to the coast, there is no truth in the story that lack of storage accommodation and insufficient tonnage to lift the cocoa has caused cocoa to deteriorate?—Not as far as I know. It is impossible to be certain that that kind of thing does not happen occasionally, but it certainly is not a considerable problem.

1165. There is no deterioration of perishable produce at the coast?—Not in store at the ports.

1166. And we may take that as quite definite?—Yes.

Mr. Yates.

1167. I notice that you are suggesting that arrangements might be concluded for the sending of Nigerian coal to France?—To French territories.

1168. Yes, to French territories. What quantities had you in mind?—The quantities are not very large. I have forgotten the exact present production in Nigeria, but it is reckoned in hundreds of thousands of tons, not in millions.

Sir Peter Macdonald.

1169. It is not very good grade coal?—It is not very good coal, but there are possibilities of increasing the output in the fairly

near future, given certain improvements in equipment and so on, and in that case the supply should provide a surplus over the requirements of Nigeria itself, and the obvious market for that would be the French market.

Chairman.

1170. Now may we come to the paper which you have submitted, entitled "Provision of materials for Development and Welfare Schemes." In all the evidence that we have had we have felt that certain of the development schemes involve obtaining steel and other materials which are very scarce and that other schemes do not. Would it be fair to say that the schemes can be divided into those two categories: schemes that of their nature absorb quantities of materials which are scarce here, and schemes which can be proceeded with because the materials needed can be obtained on the spot or at any rate can be sent from this country because they are not scarce?—Yes, I think you can make that broad division, but it is not at all a hard line; it is a gradation. There are schemes which are absolutely dependent on materials from here, which are a major part of the expenditure involved. There are others where some comparatively small provision of materials from this country is essential, but where a certain amount of work can be proceeded with in the absence of those. Finally, there are the schemes which do not depend at all on those materials. But I think you can broadly say that at this end there are schemes which are held up completely by lack of supplies, and at the other end there are schemes which can be got on with immediately, and in between there is the gradation.

1171. We wanted to obtain from the Colonial Office, and we were asked to postpone until your return, Sir Sidney, a corrected list of schemes in the White Paper, indicating either by a summary or in some way the schemes which are most dependent upon materials from this country which are scarce, schemes which are dependent upon machinery, for instance cement-making machinery in order to get on with the roads, and then schemes which are local, such as social welfare schemes, which would not absorb any at all probably. I think there are about 365 schemes altogether, are there not?—Yes. There are more than that, I think. There are 1,212 altogether which have been made.

Mr. Parkin.

1172. Thirty-nine are for Cyprus; they are not all major schemes?—Some of them are very small.

Chairman.

1173. This table is very good but it does not quite give us the information

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[Continued.]

regarding material which we would like to have. Whilst the amount of the grant is given, there is nothing to say where the tightness is coming?—I am afraid that it would be very difficult for us to do that without a great deal of reference to the colonies, because for instance social welfare schemes are schemes which may be got on with without much supply from this country, but of course if you include in them some of the medical schemes like the construction of a hospital, that may depend on a supply of structural steel. It will certainly depend on the provision of all kinds of equipment, medical supplies and so on, without which the hospital would be useless. Similarly, in the case of big construction, schools or university buildings, it would probably depend, in the biggest cases, on a supply of structural steel, and in all cases it would depend on a supply of a certain amount of fittings. Indeed, it is surprising how much one is dependent on outside supplies, even in cases where at first glance it would appear that all the materials are obtainable locally. Take local timber for building a wooden school: you will find they are completely held up unless they can get the nails from outside. Then of course there is the plumbing and so on. So it is rather hard to separate off those schemes which are completely self-contained. Some of those which are most completely so would be some of the irrigation schemes, which are simply a matter of men with spades shifting some earth and building a small dam or earthworks. But there again, you could not separate all the irrigation schemes, because some of them are big works depending on more elaborate dams, which require a lot of cement.

1174. But there is always a tendency to envisage buildings out there as we envisage them in Europe?—Yes.

1175. There are a large number of quite intelligent Africans who have got on by using their own local material. Are we quite sure that we are encouraging the Africans out there to develop things according to their own ideas of architecture, by using their local materials?—I would say that probably we are not, that there is a great tendency on the part of public works departments and so on who are responsible for these buildings to think in terms of European-type structures, and to think in terms of the building standards and methods which are usual in this country, and not sufficiently to look at the local possibilities. That has indeed been said to me by a director of public works from one of the larger colonies. He himself felt that the people could have done more in the way of substitute materials.

It would be interesting for you to go into the question of local missions and church buildings which have been erected

by these missions for many years, and by utilisation of native ideas, without any steel or many nails, they have been able to put up buildings resembling churches, and they have erected comparatively large buildings for their mission schools, and they laugh at the idea of having to wait for steel from home.

1176. Now there is here this body which deals with research and development of building resources. What is it called?—I have forgotten the exact title.

1177. Has anybody ever asked that body to study native methods?—Yes, we are in touch with them, but of course they do tend to deal with it on the basis of European types.

1178. Quite?—And I think it would be unfair to colonial administrations to give the impression that they have not thought about this at all. They could do more. Some of them are more resourceful than others. In some areas they have developed a good deal of use of local composition materials, for instance instead of brick or cement, and they have been very successful. I have seen myself quite a considerable housing estate in Trinidad built by such methods.

1179. But anything to relieve the demand on what is very scarce here is surely well worth going in for?—Yes, I am sure it is, and I think we should certainly encourage that.

1180. One rather wonders whether it could not be encouraged a little bit more. For instance, the native African is quite an intelligent carpenter, and he could do very good joinery work without the use of nails at all. If you provided them with some sort of cement-making machinery where it is available, you could get over a great deal of this difficulty, and you could encourage the African to employ his own methods and improve them, and yet be independent of our own stocks of materials here. Are you quite sure that that is being pursued in connection with these schemes?—I am not sure that it has been pursued as far as it should be, and it is one of the things which I think we should urge colonial governments to pay more attention to, the possibility of using substitute methods.

1181. It would be worth while offering quite a considerable money prize to Africans for designing a scheme on those lines. It is very often the man who is a good craftsman with his hands and who cannot write who would come to you and be a great help to you?—That might well be possible, and I would say that this is a matter (I do not think I am saying anything I should not say) which the Secretary of State himself has been very much exercised about, this whole question of methods and standards, because there has been a

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little concern lest in effect we should be failing to achieve anything by aiming too high.

1182. I can give you one example of what happened when a very expensive steel Dutch barn was sent out from this country, and was erected in Rhodesia on a bit of ground which attracts lightning; the whole thing was struck by the next storm. Well, no native would dream of putting metal up in that area. Yet it was sent over there, and we could ill afford to spare it. The next thing I would like to ask you is in regard to the prospects of getting the schemes going. Are you in difficulties at the present time in the Colonial Office, and if so, what are the things that you are experiencing most difficulty in obtaining; such materials as steel and so on?—(Mr. Morris.) I think the answer is that semi-manufactured structural steel is the most difficult material. Cement has been short. The other shortage is steel in manufactures. I do not think the difficulty has been as great there, but the steel shortage does, of course, affect our ability to get electrical machinery and that sort of thing. I think, as far as we can judge, the colonies have been doing not too badly with exports from this country of electrical machinery and manufactured steel products, but steel is still extremely short, and that really is the bottle-neck.

1183. You say in your paper you are only getting one-third of your requirements?—It was not that. The Crown Agents for the Colonies were able to place last year only one-third of the orders they got.

1184. Is that the same proportion now?—That is a fairly recent figure that we got from the Crown Agents. (Sir Sidney Caine.) Covering the last 12 months.

1185. Your prospects of improving that are pretty slight, are they not?—(Mr. Morris.) We are hoping to get some more steel, but whether we can get enough to work off this backlog of orders is a difficult question. (Sir Sidney Caine.) Our prospects of getting out of that position are poor unless there is some change in the basis of allocation. I would like to say, adding to what is said in the paper on that, that we did last autumn take the initiative and ask for a special examination of this whole problem of colonial development schemes and the supply of steel for them. It was agreed that a special group representative of the Colonial Office and the Planning staff, under Sir Edwin Plowden, and the other Departments concerned, should make that examination, and that is now in progress. This is an *ad hoc* intergovernmental committee which is looking into this particular problem, and we hope that that will make representations which will help us to improve our position. Unless that is done, I quite agree that our prospects are not very good.

1186. We had the advantage of having Sir Edwin Plowden here recently, and he does not like the expression "priorities" at all?—No, and I think he is right.

1187. At the end of paragraph 7 of this paper you say: "It has only recently become clear that some additional measure of control or supervision, with all the demands it makes upon staff here and in the Colonies, has become necessary." That means to say that now the position has developed in such a way that you have appointed your own Director of Planning in the Colonial Office and he will collaborate with the Planning Adviser?—Yes.

1188. Is there any similar arrangement to link up each colonial government with that, or are they going to send people out from there to direct plans on the spot?—Well, we have not quite worked that out. As soon as we have got a fair idea of how the thing is going to work at this end, then we shall have to tell the colonial governments how they are going to fit in with it; but the first thing is to get a system of allocation at this end, and then we can instruct the colonial governments.

1189. But would not you consult them before you come to a final decision?—Well, we have consulted them, and we are now getting the replies, on the question of their actual requirements. I think in fact there is not much doubt as to how it will work. That is, each colonial government will have to prepare a periodical programme of requirements and then they will be allocated as much as can be spared. This is the broad sort of picture. They will be allocated whatever can be spared by some authority here, and they will themselves have to settle their own internal basis of allocation.

1190. What I meant was, would not it make the business of the planning people here simpler if there were better contact with the colonial government in whose territory the scheme is, to make them understand (it is hard for them to understand at present) why they cannot get these things?—I think they do now, understand it.

1191. Are you sure that they do?—I should think they do, because we have sent them rather a flood of communications during the last two months explaining the position to them, and asking them for a lot of fearsome information as to their requirements, which is now flowing in.

1192. Do not you think that personal contact would bring them more into the picture? For instance, flying people out?—That may be desirable in some cases. It may be desirable for people to go out from here; it may be desirable for a group of people to go out from here and have regional discussions with those responsible in the particular regions, say East Africa and West Africa, and that may be the

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best way of handling it, but I think that all this is a domestic matter for the Colonial Office and the colonial governments. I do not think the planning staff under Sir Edwin Plowden would wish to be in permanent direct contact with the colonial governments. It would add too much to their work. As a help in this process of examining the actual requirements of colonies, in order to get a clear picture of the kind of situation which exists, we did fly out to Nigeria one man from the Colonial Office and one man from Sir Edwin Plowden's staff to discuss with the Nigerian Government as a sort of test case exactly what their position is; and those two gentlemen have recently returned. It may be that we shall need to have similar consultations with other governments, but that was a sort of test.

1193. But it was an obvious thing to do?—Yes.

1194. Also, there is no great insuperable difficulty in flying some of their people back here?—Yes, but I think that we do hope that we shall now be able to devise, through this special interdepartmental committee, a general scheme which we can then put to the colonial governments and explain to them how they should work into it, because this is not entirely a new field. They had to do something of the same kind during the war when iron and steel requirements had to be programmed in considerable detail at a time when they were very scarce. It is not entirely a new thing for them to have to do.

1195. Arising out of this is the effect of Clause 9 of the American Loan Agreement on the exchange of materials between the Dominions and the Colonies. Can you tell us anything about that? At the present moment, as I understand it (I hope I am wrong), it is not possible for the Union of South Africa to arrange to trade with West African colonies or any other colonies in Africa, because it is now debarred under Clause 9 of the Agreement?—I think it is an exaggeration of the position. Clause 9 of the American Loan Agreement and the corresponding clause in the Canadian Agreement required that the United Kingdom and the colonies should not discriminate against the U.S.A. or Canada in import licences. The U.S.A. and Canada have since agreed that that does not apply to mutual discrimination between the United Kingdom and its colonies.

1196. Between the United Kingdom and its colonies?—Yes.

1197. But what about the Dominions and the colonies?—Of course, Canada itself is a Dominion.

1198. Yes?—And Canada is perhaps entitled to ask that the other Dominions should not be placed in a preferential position over herself. The position is, therefore, that the colonies in their import

licensing import substantially without restriction from the United Kingdom, though there are some things which we have asked them to keep the control on because they are in short supply, or because we can export them to hard currency areas, and I am sure that the colonies, if they could get supplies of iron and steel from South Africa would certainly buy them; there is nothing in the present policy which would debar them from doing so; but they cannot get it.

1199. Leaving out iron and steel for the moment, is it possible for the Colonial Office, through the Commonwealth Relations Office, definitely to ask the Dominions whether they could make any contributions towards these schemes? It has not been done?—I think we have in fact relied on traders and on colonial governments to inform them, as they generally do, if there are any supplies available which they can pick up in that way.

1200. Supposing South Africa could come to our help in these development schemes, is there anything which would bar that help being given?—I should say there is nothing in Article 9 of the Loan Agreement which would bar that help being given.

Sir Peter Macdonald.

1201. Does not that come in on the non-discrimination clause?—If we could buy the stuff in America, we could get it there.

1202. You have no dollars?—But if it is an essential requirement the colonies are not debarred from getting it in the United States.

1203. Well, why is it that the South Africans are so "hotted up" about not being allowed to supply materials to other parts of Africa?—The things they have asked to supply are not structural materials but the more expensive kind of consumer goods.

Chairman.

1204. But they are barred?—If they are things which are not regarded as essential and which are not imported from the United States or Canada, then we are also debarred from buying them from South Africa.

1205. Surely that is not helping the colonial development?—I do not think so; they are not essential goods.

1206. But they are all good things for the natives?—It is holding us up in the same way as not being able to buy things from the United States and Canada.

1207. During the war the workshops of the Rand did the equipment for a good deal of the armoured division which was fighting in North Africa, and I am told (it may not be true) that under this Clause 9 they are not able, for instance, to build in those workshops in the Rand

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bulldozers and that sort of thing which we do want for colonial development?—I think we can certainly enquire into that.

1208. I do not think we ought to neglect anything which will help in the development of those colonies, and if there is some stumbling block I think we ought to draw it to the attention of Parliament?—It should be mentioned that purchase in the Union of South Africa is not quite the same thing as purchase in sterling.

1209. No, but it is not purchase in dollars?—It is perhaps in between.

1210. They could supply the consumer goods which the African people very much want?—I think we have to be careful how much we spend. We cannot spend unlimited quantities of money there.

1211. Perhaps you will let us know something about that which will help us. It does seem rather a pity not to use any possible means of assisting in these development schemes?—We will inquire into that.

Mr. Parkin.

1212. Is there any major scheme for the production of steel anywhere in the colonies?—No.

1213. And is there no prospect of such?—No early prospect.

Sir Peter Macdonald.

1214. There is in Southern Rhodesia?—Southern Rhodesia is not a colony for our purposes. (Mr. Morris.) The longer-term prospect is, I think, in Southern and Northern Rhodesia. That, of course, is a long-term scheme.

Mr. Parkin.

1215. How long?—Not before 1955, and that depends on the availability of a great deal of steel and cement. (Sir Sidney Caine.) There has been a tentative suggestion, too, of the possible production of steel in Malaya, but that, I think, is even more distant.

1216. But the Rhodesian one would be of more use for other development schemes. It is not in your ten-year plan?—It would not really help us very much in the ten-year programme.

1217. If anything had to be postponed, that is a factor to be borne in mind?—Yes.

1218. And you have relationships with the promoters of that scheme?—Yes, we do know what is happening there. There is a good deal to be done on that.

1219. Are there any large-scale production schemes for aluminium?—There are possibilities, but it is uncertain whether it would pay to produce aluminium in the colonies themselves on a large scale.

Sir Peter Macdonald.

1220. There is bauxite?—There is plenty of bauxite in British Guiana and in the Gold Coast and some in Nyasaland; and there is a possibility of aluminium production, I believe, in Borneo, but again those are all long-term prospects. The Nyasaland one is not producing; the rail-haul is too long; it does not pay. Incidentally, aluminium is not a great shortage at the present time.

Mr. Parkin.

1221. It is expensive, is it not?—Is it? It is not one of the acute shortages.

1222. Now regarding cement, are there any unorthodox methods being developed to produce cement?—I am afraid I do not know of any.

1223. There has been research on alternative methods of making it to suit local conditions?—I do not think so.

1224. Because if you could get more cement you could do with a good deal less steel, could not you?—Yes.

1225. If you could get reinforced concrete, it would mean less steel would be required?—Yes, though I would say that in many cases the real problem in making cement is fuel.

1226. You have given us a good deal of information which indicates that you are making rapid progress in the relationship between yourselves and the Central Economic Planning Office. I wonder now whether you are collecting information to brief yourselves for arguing with the Cabinet Materials Committee on the short-term returns to this country which will be available for exports of steel?—Yes, we are paying attention to that. We are assembling all the information we can about the actual results we should expect to achieve.

1227. Because you have expressed some alarm at the prospect of your steel being sold elsewhere for our current year's food, and of course you do not draw up these development schemes in the first place with a view to our immediate benefit. All the briefing was in the light of the welfare of the particular colony concerned. You are getting extra briefs now, are you, to argue in defence of each demand?—Yes.

1228. You did say that you regarded some of these things as a domestic matter for the Colonial Office?—I meant on the details and the working out of the actual allocation of steel on the assumption that the Materials Committee has considered that we could have so much, as to just how that is operated by the colonies; it was that that was suggested as being a domestic matter between ourselves and the colonial governments.

1229. Because the first step, when this situation was put forward, was to regard

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colonial development schemes as part of our own capital investment. The next stage is now undoubtedly the question of almost month to month buying of our own means of living?—Yes. After all, the thing is not finished when you say it should be regarded as part of our own programme, because you have those who say “Is such and such a housing development in Jamaica more important than such a housing development in South Wales?”

1230. But you are prepared to make that comparison not only in terms of the welfare of Jamaica but also in terms of the welfare of this country in terms of consumer goods?—Yes.

Mr. H. D. Hughes.

1231. The picture which seems to emerge from this document is that, although you are making great efforts, so far your information on colonial requirements—even the requirements of colonial governments—are pretty inadequate. I wondered, if we are agreed that that is so, on what basis your requirements for steel allocation, in the document submitted to this conference and so on, have been drawn up?—The documents submitted to the Paris Conference?

1232. Yes, and also what is the basis on which you argue with the Materials Committee and the Government as to how much steel and other materials you require?—I think that is a very difficult question. At present there is no allocation by the Materials Committee to the colonies as such. There is a miscellaneous export allocation for which the colonies scramble along with other people. I do not want to anticipate what may result from the present examination of the position. It may be that there ought to be a special colonial export allocation. We do not go at the moment and ask for an allocation to the colonies, but the Board of Trade go and say that they think the export requirement is going to be so much, and they take account of the orders which are being placed to the colonies' account.

1233. You did say in paragraph 8: “The Colonial Office states its approximate requirements of iron and steel when the export allocation is made by the Materials Committee”?—Yes, we do go there in support of the Board of Trade and also there is a small special allocation to the Crown Agents as such. (Mr. Morris.) I think that on some things, tin-plate for example and a number of other steel things, we have very precise information. On iron and steel, well, we are not badly informed by the colonial governments, but we have not been well informed so far about the requirements of commercial firms who want to send out steel from this country, and it is that total figure that we want to get.

1234. So far we have no really direct evidence to say one way or the other whether you have been badly treated as a result of this overall allocation or not?—(Sir Sidney Caine.) We can say that we have not got enough to carry out all the things we want to do. (Mr. Morris.) I could give the Sub-Committee some figures to give the general picture of machinery of all kinds. We have some figures of exports to the colonies. They got £5½ millions before the war and they got £13 millions last year. Of electrical machinery they got £1¼ millions before the war and £4¼ millions last year.

Mr. Norman Smith.

1235. Can you also give it by volume so as to have a fair comparison?—Regarding electrical machinery, the price index of that is about 160 or 170 last year, compared with 100 in 1938. So that it has increased in volume as well as in value. (Sir Sidney Caine.) I might perhaps add that those are exports from this country. We have not got exactly comparable information, but I think it is safe to say that before the war the colonies were getting more from non-United Kingdom sources than they are today. So it does not follow that the total supplies available to them have increased. (Mr. Morris.) But by comparison with those figures, which are not entirely unsatisfactory, the unmanufactured iron and steel is probably less in tonnage than before the war.

Mr. H. D. Hughes.

1236. Regarding this point of the Crown Agents having been able to get only one-third of their requirements, that being so, I suppose it is a matter of luck very largely who gets the steel, or do the Crown Agents attempt to draw up priorities on any sort of scientific basis?—(Sir Sidney Caine.) I do not think they make much attempt to draw up priorities; I think they do it to a large extent on a “first come, first served” basis, and I think on the whole that works out pretty fairly. With some things, like railway rolling stock, there is a rather more scientific method of priorities.

1237. How does that work?—(Mr. Morris.) I am not awfully familiar with that, but the Ministry of Supply, I think, have in their books details from the manufacturers of their orders for locomotives, and it is possible, by going to them, to get them to lift an order from, say, Nigeria Railways, from lower in the list to higher up.

1238. And it would be the responsibility of the Supplies Department to do that, would it?—Yes.

1239. On this question of hard currency, what control is there at the moment on colonial governments' transactions with hard currency countries?—(Sir Sidney

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[Continued.]

Caine.) There is no formal control, in the sense that it is left to the discretion of each colonial government to authorise imports from hard currency areas. That is, the Governor has the legal and administrative power to do that. He does not refer every individual case to London. But in general practice they are kept closely informed of the general principles which we would like them to follow, and they do comply with those principles. They do from time to time refer very large cases to us for advice and an indication of whether authority should be given.

1240. I see?—It is not a very formal system of control from London, but in fact we believe that to be pretty effective, in keeping a general policy of the same degree of strictness.

1241. But they have no target figure of hard currency they are allowed to spend?—Well, we have just lately been trying to introduce something of that kind, but it has not yet been established on anything like a firm basis of rationing.

1242. In paragraph 7 you say that in fact during the war there was a system of programming, allocation of commodities, and so on. Would it perhaps be possible for the Sub-Committee to have a memorandum from you on how that operated, and how it will compare with the system you are now trying to bring about?—We could explain how that operated. I do not think it would compare with any future system, because we do not know how any future scheme is going to work. What I have said this afternoon is only an indication of what may emerge.

Chairman.

1243. You could use the opportunity for putting in what you think should be the ideal?—I suspect that our ideal would be something like the war-time system, but with a different set of criteria for the allocations. I think we could probably produce something on the war-time system, could not we?—(Mr. *Morris.*) Yes.

1244. Why was the war-time system suspended?—Firstly, it was an allocation of foodstuffs, which was an international allocation, and that international allocation has been gradually reduced, until there are now only one or two foodstuffs left, like wheat, rice and sugar. Then we also had allocations for shipping programmes; that, again, vanished soon after the end of the war.

1245. Finally regarding training: in paragraph 4 you mention the shortage of staff. Are special measures being taken to train staff, colonial personnel, for these posts?—(Sir *Sidney Caine.*) Yes. Provision is being made under schemes financed partly under the Colonial Development and Welfare Act, both for the training of people from this country to go out to the colonies and

for the training of local recruits. I forget the precise amounts, but we do earmark specific amounts for those purposes in the allocation of funds under the Colonial Development and Welfare Act. This is Colonial Paper 127 of the 4th July, 1947: we provided two and a half million pounds for training schemes for the Colonial Service.

1246. What percentage of the research personnel is it envisaged will come from colonial personnel?—Research personnel?

1247. Yes?—I should say at present that a very small percentage of research personnel will come from the colonies themselves.

Mr. Yates.

1248. I would like to ask about this statement about cement. You say that for some time past the cement available for export has not been sufficient to meet the total required and the Crown Agents have been able to ship only a part of their orders. What is the volume of those and what is affected by it?—(Mr. *Morris.*) What it amounts to in volume is that last year the total requirements in cement were about 900,000 tons. Because of the great shortage, the position was very bad last year and they got 450,000 tons. This year we hope the position is going to be a good deal better, but by and large the position is that the Colonies are getting about two-thirds of what they were hoping to get in this country.

1249. Of course, this position is not so important as the iron and steel position?—(Sir *Sidney Caine.*) Yes. I think there is much more prospect of the cement position improving, because coal has been the principal bottle-neck in the cement production.

1250. In regard to priorities, I notice that you do not commit yourself to any principle as to what ought to be the priority, but merely say that there is not sufficient information. I am referring to paragraph 7, where you say: "It would be dangerous to assert that every colonial government requirement was necessarily of a higher priority than every such industrial requirement". Were the industrial requirements during the war well-known under your scheme?—Yes, I think they were fairly well known then because of course the whole thing was much more under control. If there were any industrial developments going on they were almost certainly known to, or in many cases instigated by, the Government, certainly in very close association with the Government. To-day there is much more freedom for private enterprise, and so they are not necessarily so closely known by the governments.

1251. And you think it is now very vital that we should have that information?—Yes.

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1252. Which means fuller control?—Yes, inevitably any system of allocating materials will necessitate much greater government control of the whole thing.

1253. In paragraph 9 you say: "It is difficult at present to see clearly how, if the European Recovery Programme is adopted by the American Congress, the machinery of supplies will work"?—Yes.

1254. I am not clear what you mean by that?—I think what that means is that we cannot see how it is going to work until we know what form the American legislation will take. We cannot make up our minds until we see the American legislation.

1255. So that it might affect supplies very much indeed so far as the colonies are concerned; it might be very detrimental?—It need not be detrimental, but it may affect the machinery which we have to work through. It may mean that for such things as we need to buy in America we may have to go through Government channels instead of through private channels.

Mr. Edward Davies.

1256. I have one general question. It arises out of something which you have said, Sir. Reference has been made to the number of schemes which have been agreed, and we find that there is the considerable number of 1,212. Sir Sidney was telling us that recently somebody had been out to Nigeria and come back with perhaps some useful information?—Yes.

1257. In this list we find that there are 39 schemes involving some eleven million pounds. It conveys little to the Sub-Committee in this bald way, and I was wondering if it would not meet the point you had in mind, that is, what it means in terms of materials from this country and what could be met locally, and in terms of invisible service, like research and medicine, and whether in that connection we could have a breakdown of some of the main projects which are involved, as a sort of case in point?—In Nigeria?

1258. Yes. I think there is a proposal to investigate more closely on the spot something which is being done in Nigeria, and I suggest it would be most helpful if we could have some breakdown, so that we could look at the thing in more detail. —We could certainly give much fuller details of the actual schemes which have been made for Nigeria. I think you will find some particulars of them in Colonial

Paper 127. I think that only covers the schemes made during one particular year. I would not like to be committed too deeply on this, but I will see whether we can, in the light of that special investigation which has been made in Nigeria, give any indication of the position with regard to the supply of materials and so on required in those particular schemes.

Chairman.

1259. May I say that we were considering whether next Wednesday, the 3rd March, this Sub-Committee could really concentrate on the West African colonies, because it is our intention to go out there, leaving here about the 30th March. The amount of money involved in the ten-year plan appears to be 55 million pounds, of which 23 million pounds comes under the Colonial Development and Welfare Act, and I think there are also various other small things we would like to go into. So I think it is a good thing that a Sub-Committee like this should show the people on the spot that at any rate we do appreciate the need to hear what they have to say.—Yes, I think it would be very useful.

1260. It is quite impossible to go everywhere in Africa. So many people are going to East Africa regarding this Groundnuts Scheme that we thought we had better go to West Africa.—I think you are wise.

1261. So, on the 3rd March, if you could, following up what Mr. Edward Davies has asked you, let the Sub-Committee have some more information about those four colonies in West Africa, it would be most helpful to us.—I think it would probably be possible for somebody other than myself to give you a good deal more detail regarding Nigeria.

1262. Then if you could arrange for somebody to come here on the 3rd March who would be competent to talk not only about Nigeria but the Gold Coast and the other West African colonies, the Sub-Committee would be grateful.—Yes, Sir.

1263. There is just this last point. You did say that the Ministry of Supply could deal with the allocation of locomotives so as to meet your needs, but I should have thought it could only be done at the expense of some other scheme?—(Mr. Morris.) It could only be done within limits, of course, because the firms' production of locomotives is planned within certain limits, and it would mean pushing out one at the expense of another.

The witnesses withdrew.

Adjourned till Wednesday next.

WEDNESDAY, 3RD MARCH, 1948.

Members Present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.
Sir Peter Macdonald.

Mr. Parkin.
Mr. Norman Smith.
Mr. Willis.
Mr. Yates.

Mr. A. B. COHEN, C.M.G., O.B.E., Assistant Under Secretary of State in charge of the African Department of the Colonial Office, was called in and examined.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Chairman.

1264. For the purpose of the record, would you tell us your position in the Colonial Office, Mr. Cohen? I think you are Assistant Under Secretary in the Colonial Office?—Yes.

1265. And you are primarily concerned with West African affairs?—No, I am head of the African division. I am concerned with both West and East Africa.

1266. This document which has been provided to the Sub-Committee is an outline of the background of the scheme for social development in the West African Colonies; is that right?—It only relates to Nigeria, Sir. Would you like me to explain briefly what this Plan was drawn up for?

1267. Yes?—As the Sub-Committee know, the Secretary of State made allocations under the Colonial Development and Welfare Acts to each individual territory, so as to enable them to have a firm basis, with local revenues and the proceeds of loans, etc., for expenditure for 10 years, because it was felt that they must have a broad outline programme for the 10 years. Of course a very large proportion of that went to Nigeria, £23 million out of the total. At the end of 1944 the broad outline of this Plan was discussed with the Governor of Nigeria and the Development Secretary and it was agreed. On the basis of that, this Plan was elaborated and the departmental schemes which make it up were worked out in greater detail. Since then applications for assistance under the Act—usually on a five-year or a six-year basis, because we feel that you cannot have details beyond that period—have been worked out, and in all cases approved, I think. So that up to about 1951-52 the colonial development and welfare assistance has been fairly closely determined, and they are working on that basis. I would like to make it clear in regard to this Plan that it only purports to be an outline. Everyone recognises that you cannot look firmly ahead for ten years. It is really a framework within

which the work of development can go ahead. The second point I would like to make is that its primary objective is to provide basic services for a territory which is extremely backward at present in basic services. I have analysed the £55 million which go to make up the Plan broadly into the following categories:—Physical planning, that is electric development of all kinds including hydro-electric development, town-planning and water development get £10 million; communications, that is roads, telegraphs, post and marine, get £11½ million; economic development in all its various forms gets £6½ million; social services, of which health and education services practically make up the whole, get £18 million; and the rest, £9½ million, go to general building and administration and loan charges on the £8 million loan which they propose to raise. I do not know whether I might give the Sub-Committee one or two figures to illustrate the backwardness of the services at the moment?

1268. Yes, please?—Taking agricultural officers, that is fully qualified agricultural officers, there are only two per million inhabitants, which is not a very large figure for a country which depends very largely on agriculture. As to education, there are something over half a million children at present receiving primary education in various forms out of a total child population which is estimated at about 3 million. They are only spending about 1s. 6d. per head of the whole population on education. Regarding health, they have one doctor for every 133,000 people, one hospital bed for about 3,700 people; and I understand the corresponding figures for this country are one bed for every 250 people and against roughly 200 doctors in Nigeria there are 40,000 in Great Britain and Northern Ireland. In 1946 they were spending about 6d. per head on medical services. The Plan involves raising that to about 1s. 3½d. per head.

Mr. Norman Smith.

1269. How much was it for education?—£18 million for health and education.

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Mr. A. B. COHEN, C.M.G., O.B.E.

[Continued.]

Chairman.

1270. Do those figures of doctors and so forth include missionaries?—They include missionaries and private practitioners.

1271. And they include doctors employed by people like Unilevers and the United Africa Company, do they?—I am not sure about that. I took the figures from the Director of Medical Services' Plan; I thought they might be of interest to the Committee. It is possible that they may include those; they ought to include them. In any case I do not think it would make any great difference.

Wing Commander Hulbert.

1272. On communications, does the figure you gave include anything for internal air services?—No. I am not sure they know the figure of what they are going to spend on that themselves. This figure for communications is not a very good figure because outside this £55 million plan there are a considerable number of other big things many of which are concerned with communications, which had not been got down to when the plan was drawn up and which will have to be found from somewhere. I think some of these colonial development programmes have been justifiably criticised on the ground that they concentrate too much on the social services and not sufficiently on economic development. Of course we have an answer to that criticism, now that the new Act has been passed, which really is primarily an Act for economic development. What this programme does besides providing these very large sums for health and education is, it provides for basic agricultural, veterinary and forestry services, fishery services and so on. The Sub-Committee may wish to ask me questions about those in greater detail later on, but it does not by and large provide for economic projects, and those will have to come outside the Plan. There are a considerable number of projects under consideration at the moment. In the first place there is the possibility of growing groundnuts, particularly in the Bornu Province in the north-east, which was recommended by the Commission under Mr. Clay which went out there last year. That might cost as much as £3½ million. Then there is also a considerable possibility of rice production. There is a Commission in West Africa considering that possibility at the moment. We had somebody out in Nigeria quite recently examining their actual requirements both in terms of coal and steel, and I understand from him that, in response to requests which have been made by the embryo Colonial Development Corporation, there are proposed schemes for a variety of products which I might perhaps mention. There is cotton-spinning, lime, coal briquettes, cassava starch, etc.; all those schemes are

considered as possible schemes for economic development which the Colonial Development Corporation might be interested in. Then there are other things not mentioned which we agreed in our talks with the French in Paris, which I attended recently, for instance to have a joint inquiry with the French into the possibility of reorganising the meat industry and having meat-canning in the Northern Provinces. That is a matter which has been investigated frequently before. It is most necessary that it should come to something. It may be that with the assurance of supplies from over the border, from the French territory, we may be able to get something going. There is also the possibility of a footwear industry. After all, Nigeria produces both cotton and rubber, and it might well produce plimsoll shoes and things of that sort. Then, of course, there are some industries being developed by private enterprise. The most important one is the plywood industry. The United Africa Company have put up a big plywood plant, which is of extreme importance both for Nigeria itself, because it enables them to use secondary and even tertiary timbers; therefore it makes it very much easier to have an orderly exploitation of the forests. So that the economic projects on the basis of the services which this Plan provides for would come outside the Plan. The same applies to certain pretty important other projects. For instance, there is nothing provided for the railways in this Plan at all. Railway finance always tends to be dealt with separately. That might require as much as £8 million or over. Then there is a scheme already approved in principle for a new wharf at Apapa by Lagos, one of the main entries into the country. That will involve a certain amount of adjustment by the railway. Also they have got to double their line in two places, one from Enugu to Port Harcourt to take out the coal, the other in the Western Provinces. They may have to build a considerable length of line in the Western Provinces if this groundnuts scheme goes ahead. If those things are done they will cost £8 million. The Communications Sub-Committee of the Development Board has made certain recommendations recently with regard to the development of wharves at a number of places along the coast or along creeks and rivers, which will also land them for a considerable sum of money. So that as regards communications the figure really ought to be larger than £11 million, though that is the figure which appears in the Development Plan itself.

Chairman.

1273. When you talk about "the Plan," you are still talking about this document we have?—Yes. It is the Ten-Year Development Programme.

1274. As it did not take care of the railway requirements, to whom was it supposed

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[Continued.]

that the responsibility would go? Is it the Colonial Development Corporation?—As far as railways are concerned the Nigerian Government will have to raise loans or provide the money out of railway revenues.

1275. It is nothing to do with the Colonial Development Corporation?—I do not think the Colonial Development Corporation would use their money for railway development.

1276. But unless the railways do get going the benefit from the money voted by Parliament and provided in the Estimates for the Colonial Development Corporation will be nullified?—Yes.

1277. Surely, in order of priority and importance, it is very urgent that the railways should be put in order so as to be ready to lift the produce as and when the crops develop?—I would say that all over Africa communications are the No. 1 bottle-neck. I do not think there is going to be any difficulty in providing finance for railway construction, provided it is thought to be on a reasonably economic basis.

1278. It is easy enough to make a plan and talk about finance, but you cannot get the steel?—I quite agree.

1279. That is one of the matters the Sub-Committee want to investigate when it visits Nigeria. It seems to me it is the most vital matter of all?—It is certainly the biggest bottle-neck at the moment. Reading through the statement which has just been made to the Legislative Council on general progress in Nigeria during the last 12 months, a copy of which I can let you have, I was abstracting from that various information about progress which I thought the Sub-Committee might require, and over and over again shortage of capital goods is mentioned, which in effect means shortage of steel and of course shortage of trained personnel. I have some figures about the personnel side. There is no doubt that the steel position is very serious and we have had some complaints from the Nigerian Government about it. We have collected a good deal of information about Nigerian steel requirements, and I think if the Sub-Committee went out there it would find that the local people were in a position to give you a good deal of information. There was one other suggestion on that which I thought I might make. I think the man who knows most about the public works and communications side of this whole development programme in Nigeria is Sir Hubert Walker, who was Director of Public Works until recently. He is now in this country. He is an extremely able man, and I would strongly recommend him to the Sub-Committee as a witness. I think he is somewhere down in the country.

1280. We will see if he can come and help us. Also, I imagine, Lord Milverton, who was recently Governor of Nigeria, will be able, I should imagine, to give us some

helpful evidence. He is now next-door in the House of Lords, so we thought we would ask him to come here too. If we could get this recently retired officer here, he would give us a very good picture of those matters?—He could talk in much greater detail and familiarity about all the detail of these matters, and particularly regarding the bottle-necks which he has had to face and how he has overcome them. He is a man who got a very remarkable reputation during the War for building aerodromes for the American Air Force. He was also, I think, the Chairman of the Communications Sub-Committee which I mentioned just now.

1281. Now would you be good enough to tell the Sub-Committee this. The bottle-necks, if they are not dealt with, will hold up all these plans?—Yes. I had a certain amount to do with the drawing up of this Plan, but have had very little to do with it since. However, since I heard that I was going to appear before this Sub-Committee, I have spent a great deal of time studying it and also analysing the figures to see how far they have been able to spend the money. Of course it is not necessarily a reliable guide that they have spent it rightly, but they have spent much more than I would have suspected to be possible. They have made very good progress particularly with roads, and not bad progress with rural water supplies, but when you get down to urban water supplies it has not been too good, and obviously they have been held up by shortage of capital equipment.

1282. Can you tell the Sub-Committee something about the plant and materials required for making roads? Have they been able to get bulldozers and are there any cement works there?—There are no cement works in Nigeria. They import their cement. I am not convinced that there could not be. It is a question of whether they have the right kind of materials.

1283. From a geological point of view, if they could get machinery, it would be surely more economical to get their cement on the spot?—That is what a number of African territories (for instance, both Kenya and Northern Rhodesia) are putting up; the shortage has been so great that several territories have now started doing it. I am afraid I cannot tell you whether it has been investigated in Nigeria. That is a thing which Sir Hubert Walker would certainly be an expert on.

1284. What else is there you can tell us?—I was going to mention certain points about the Plan.

1285. Yes, please do?—I think perhaps the most important thing of all is the Plan's emphasis on the training of Africans. I wonder if I might give the Sub-Committee the present details as regards staff?

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1286. Yes?—It may not be absolutely correct, but I could leave this document here if it is of any use to the Sub-Committee. Engineers are the biggest difficulty of all, and since June, 1945, 34 civil engineers for the Public Works Department and nine railway engineers have been recruited; but there are still 63 vacancies for civil engineers in the Public Works Department and five in the railways. The Public Works Department has, I think, 96 civil engineers out of 163—I would like to check up on these figures afterwards—which is about 56 per cent. effective.

Mr. Norman Smith.

1287. Are these English personnel?—All English personnel.

Chairman.

1288. You mean European personnel?—Yes. I should think a proportion of them only are in fact English. Then mechanical engineers: our appointments people have appointed 10 since 1945 and there are another 10 vacancies. On the railways the corresponding figures are two and six. That is on the wrong side. Regarding electrical engineers, they have appointed 10 and there are still 10 vacancies. They have appointed 11 for Post and Telegraphs and there are still seven vacancies. Considering the difficulties, I do not think they have done at all badly, but the difficulties of getting people are formidable. The corresponding figures for some of the technical departments are as follows: they have appointed 49 doctors and there are 18 vacancies outstanding on the 1st March. They have appointed 65 education officers and there are 34 outstanding. They have appointed 20 agricultural officers and there are 10 outstanding. They have appointed six forestry officers and there are 14 outstanding. They have appointed nine veterinary officers and there are 12 outstanding. So that it obviously is a matter of vital urgency to get on with the training of Africans. I know, for example, that the Veterinary Department has concentrated on filling its vacancies at the veterinary training centre at Vom in the Northern Provinces. Now they have a full establishment there and are able to get on with the training of African staff. The agricultural, veterinary, forestry and so on are all concentrating on that. Then a very large sum has been provided for technical education, £1,100,000, with another £450,000 for buildings, that is, £1½ millions on technical education, technical institutes, trade schools and so on. There is a good deal of concentration on the rural education and training. Finally, and of course outside the Plan again because it is financed from a different allocation under the Act, there is a plan for the development of a University College at Ibadan, which has already been started. That will probably require a

capital expenditure of over £1,000,000 from the Colonial Development Fund, and the Nigerian Government are asking the Legislative Council to vote £100,000 a year for the first five years. That will turn out a large number of people of the highest levels, particularly doctors. I think all parts of that plan do concentrate heavily on the training of Africans, and that has been made a great point in the presentation of the Plan for local discussion. The second point I want to make in regard to it is that a very large part of it requires to be broken down on a geographical basis. It is a broad outline of the framework within which development goes forward, but when you get down to rural water supplies and things of that sort obviously what really matters is what happens in the Provinces and Divisions, and it is for that reason that they have set up what they call Area Development Committees which have official and African unofficial representation in each of the three regions, in association with the Regional Councils which now exist under the new constitution. Each of the 26 provinces has a Development Committee, and in some cases they have them at the divisional level, though not always. I think it would be very desirable for some members of the Sub-Committee to have an opportunity of seeing what is actually being done in the field. You have probably noticed a very large allocation of £400,000 under the Act for Development Officers. That was a scheme which we invented about four years ago, merely in order to provide officers on a temporary basis who would be able to help get on with the job in the early years before we could recruit a sufficient number of permanent officers. We wanted to avoid what happened after the last war when a lot of permanent appointments were made which turned out not to be of adequate quality. These people are temporary and are recruited on that basis. Also, we did not want to give the Africans the impression that we were keeping them out of these relatively subordinate jobs. These people either do work under the District Staff or under the Agricultural, Veterinary and Forestry Departments, or they do routine duties in the office in the districts and provinces, thus enabling the officers themselves to get out in the field and do their proper job. I think it is in the breaking up of this plan on a provincial and divisional basis that a great deal of the execution is going forward. The other matter which is extremely important is the element which does not appear much in written documents, and that is stimulating initiative on the part of the Africans themselves in securing their co-operation in the plans. That really is, I think, a common-sense way of saying "Mass education," and there is a good deal of mass education work going on in Nigeria at the moment. There are 10 different schemes, some in the north,

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some in the west and some in the east, and the most striking one is at a place called Udi just outside Enugu, which is run by a man called Chadwick, who has obviously something of a genius for it. I have an article here which comes out of the Journal of the Royal Africa Society, where Chadwick explains how he has done it. He has got the people building their own roads voluntarily, without charging anything for their labour, and putting up their own local hospitals and shops and schools, which I believe myself to be the only solution of the financial problem as regards the spreading of elementary education. I am quite sure that so far as we are concerned in the administration of Colonial Development money it has got to be concentrated on the higher levels of education which you have got to have, otherwise you will never produce the men to run the service. That means that the spread of elementary education which is equally necessary has to be found by the local communities. This started off in the Udi division when a road had to be built for some purpose, connecting a leprosy settlement with some other place, and they managed to do it voluntarily, and now they have done an enormous amount of work in that way. The other mass education plans are not so far forward. I think that might be worth seeing when the Sub-Committee visit Nigeria, although it is quite probably unimpressive. I think that is all I want to say in general.

1289. In regard to the training of Africans, there were a certain number of men who, during the war, were used and trained for certain technical duties, and some of them have drifted back to the bush?—Yes, a lot of them have done so.

1290. But they were trained and they were quite capable?—Yes.

1291. Is it possible, under the scheme, to draw them out and help them to teach others, once they have had a refresher course?—I think certainly some of them ought to be useful in these adult education and mass education schemes. It is the policy of the Nigerian Government to give them priority of employment in a wide number of different fields, and I think it ought not to be difficult to absorb any of them who wish to be absorbed. We have also had some resettlement schemes for them. I wish I could give the Sub-Committee more precise and detailed information about this Ex-Servicemen's scheme in Nigeria, but we do not happen to have any very satisfactory document about it in the Colonial Office. If the Sub-Committee had not been going out to Nigeria, I would certainly have offered to provide you with that information, but it is probably easy for the Sub-Committee to obtain that information out there. We have a great deal of information about this in East Africa. There is a good deal being

done for these Ex-Servicemen in a number of different ways.

1292. But the point is to make them of use to these development schemes, but I am told that a lot of them forget their training very quickly?—Yes, they do. I have seen a lot of this in East Africa. Under the Army training scheme they trained a man to do one process in connection, let us say, with a car, but that does not help to make him a mechanic fit for work in civil life. Therefore, in this training scheme they have had to do a great deal more training in order to make him fit to be a civil mechanic.

1293. In regard to the general level of education, Mr. Cox came here and gave evidence before this Sub-Committee, and I asked him whether he did not think it would help matters if one could try to develop some system of diffused broadcasting as a means of adult education in the schools and so on. If such a thing is done it has got to be tied in with the ordinary broadcasting service. You cannot give them nothing but propaganda or lessons. You want to try to let them have some recreation and fit into it useful information. In the Gold Coast I understand they have gone a good deal further forward with great success in the development of broadcasting than in Nigeria?—They have not made much progress in the development of broadcasting, although they do run a considerable number of these re-diffused services, but I imagine they are more for the benefit of both European and the higher class Africans and not for the purpose you have mentioned.

1294. But where you have congested crowds of people, surely it does help. I think there are 23 different languages in Nigeria, are there not?—I do not know the exact number, but it is something like that.

1295. Therefore it means that you would have to have local staff. I was told by General Bruce, who commanded the West African Frontier Force, that they were very quick to take lessons from broadcasting, and that during the war it was used very largely for training the West African troops on the service radio. If the system was successful in war time, surely it would be a good way now of helping their education by developing that system. I know there are difficulties, but it is not a matter we ought to close our eyes to, I think?—I think the development of broadcasting is a matter which ought to be considered. It is, I understand, being considered at the moment by the Nigerian Government, but they have not made much progress with its extension.

1296. You say yourself that all these schemes will want more trained people, and to overtake the problem within a reasonable time you have to use every method you can think of, cinemas, wireless, and so on, because you will never overtake it by

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tuition in classes?—No, in adult education you have got to use visual things, cinema strips, of course, being very effective.

1297. Now is there any reason to believe that the Africans are capable of being trained for certain things more than for others? Is there any reason to believe that they have a greater aptitude for mechanics: if they see the thing, they can handle it?—I doubt if there is any evidence that they cannot do anything if they are given the right kind of training and education.

1298. They are capable of general development?—I think so, if you give them the right kind of training and education. I would say that I think they have special aptitude for mechanical things. I think the observation which has been made in connection with the Groundnuts Scheme has been quite cynical: "Give us the job and we will finish the tools."

1299. In addition, we were told in evidence by Mr. Heyworth that the development they are making in erecting a plywood factory and having a plantation for producing oil; they are using a large number of Africans, but they have a large staff of British supervisors?—Yes.

1300. Now the rates of pay and conditions of service which they offer compare very, very favourably, do not they, with the official rates of pay and conditions?—I do not myself know the details of what the United Africa Company are paying, but I should imagine that they would be paying something more than the Government pay.

1301. The point is that if you are going to have development in the colonies you have got to make the conditions and rates of pay attractive for people to go out there?—On the other hand, in the new revised salary scales the tendency has been to pay wages which are relatively high, because the whole thing is based on the principle of expatriation allowance, which represents one-third, I think I am right in saying, of the total pay; so that the African gets three-quarters of what the European gets in effect. I think in many cases that has tended to make the pay too high from the point of view that as the country has to bear the cost of the current services ultimately they do not want to pay a good deal more than is the economic rate for that particular job. I do not think it would be true to say that Government pay in West Africa, in Nigeria, was relatively too low now, but I think possibly it is in the opposite direction.

Mr. Edward Davies.

1302. Why is there this difficulty in recruiting all these people, temporary development officers and so on?—I was talking about recruiting them from this country. The only difficulty in West Africa is that there are not enough people to fill the higher jobs. Whether we shall

be able to produce people quickly who really can take charge of the service remains to be seen.

Chairman.

1303. Are you talking of Africans?—Yes.

1304. I had in mind more the Europeans?—I am sorry, Sir; I misunderstood you.

1305. If you are going to educate the Africans you do want a certain number of Europeans to teach them, and therefore one wants to know whether the rates of pay and conditions which will attract Europeans are being offered, and whether they are commensurate with the rates of pay and conditions which are offered by companies like the United Africa Company?—I have been under the impression that, except in the very higher jobs, where I am sure the United Africa Company pays more than the Government, the Government would pay as much as the United Africa Company, for instance to people like doctors. I do not know any of the figures.

1306. I think Mr. Cole said that they found that, in order to get the right type of supervisor for Africans of all grades it was well worth while to pay a good salary and train them thoroughly, and their terms now are to put up houses for them and supply them with everything that they want, to see that they get proper leave and also to see that they have retirement at the age of 50?—In all these questions of providing them with houses, giving them adequate leave, retirement arrangements and so on, I think the Government arrangements are now perfectly satisfactory. As to the question of salaries, I imagine that the kind of man in question is not the higher-paid man but supervisors of works, the kind of people under whom Africans would tend to work more or less directly. I do not know whether it is the case that we are paying inadequately for them; I have never heard it suggested.

Sir Peter Macdonald.

1307. On this question of recruitment of staff, what are your methods of recruitment? How do you go about it? For instance you have a lot of people coming home from India now who are experienced in engineering, etc. Are you in touch with them?—Yes.

1308. I have met quite a number who are very anxious to take on colonial jobs?—As far as I know, all the members of the Indian civil service were circularised, before the date of the handing over of power in India, with particulars of the kinds of jobs we were offering, and we have had a large number of applications. All colonial governments have been asked how many of these people they can take, and I think our appointments people now have pretty complete information about

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the whole matter. They have also interviewed a number of them.

1309. Have you a recruiting office in London?—We have a Director of Recruitment in Victoria Street, which covers all kinds of recruitment except some of the lower posts which are dealt with by the Crown Agents. Two or three years ago the recruitment of engineers was considered to be of such importance that the whole of that was taken over by the Director of Recruitment. I think he is regarded by rival competitors as having been extremely successful over the last three or four years.

1310. You do not lay down certain regulations as regards age, for instance, for these temporary jobs?—There certainly was a rule about age for those Indian people. They had to have been born after a certain date, otherwise they could only be considered for temporary employment. I think anyone up to 35 years of age could be taken, and up to 40 in certain jobs. Our Recruitment Department, too, has complete booklets describing in detail what kinds of jobs there are in the Colonial Service and describing all the particulars of service and the kind of work which is being done.

Chairman.

1311. We shall be able to get some more information in that respect from Sir Hubert Walker?—Yes.

Sir Peter Macdonald.

1312. The trouble is that most of these men from India are men of over 40, who have still quite a considerable life left in them, and they are excluded from most of these recruitment schemes?—We are prepared to consider those people for temporary employment only. We cannot give them pensionable employment.

1313. They do not expect it; but they say they find a difficulty in getting even a temporary job?—They can be considered for them.

Chairman.

1314. From everything you have told us, first of all there are these bottle-necks where there is this shortage of materials; and there are a number of schemes which are equally necessary for the social and educational advancement of the African. If you can get people temporarily, surely it will be of assistance in bringing forward the African quicker?—I think they have been recruited in considerable numbers for that purpose.

1315. If it means that the colonial government are hesitant about taking on too many people because the cost has got to be borne on their budget and they think they cannot afford all these people, the Colonial Development Corporation finances will not be borne on the local budget?—No, Sir.

1316. Then that will be a relief to the local finance?—Yes.

1317. And the private enterprise organisations do not come as a charge on the local governments, do they?—Not at all.

1318. Therefore, the more people you can get in to assist in the development and education of the African the cost of which does not come on the local revenue, the better, surely? That should be pressed hard, should it not?—I think it should.

1319. Are you satisfied that it is being?—In the sphere of education itself I think there is a limit to the extent to which anyone other than the Government or people associated with the Government can take part in educational schemes. If you have a development plan, something like the Groundnuts Scheme, there is an immense scope for technical training, and I think the Government would be wholeheartedly in favour of it; but first you have got to have the economic scheme which will support it. I do not think there is any difficulty at the moment in providing finance in Nigeria for any scheme of technical or other education which can be staffed; the only difficulty is getting a sufficient number of qualified teachers, and very considerable progress has in fact been made in the recruitment of teachers for that purpose.

1320. Following up what Sir Peter Macdonald has said, if you have a forestry officer in India, it would not take him very long to become helpful in teaching Africans about forestry?—We would not hesitate to take somebody like that, if they were suitable.

1321. If they were qualified?—Anyone who can provide us with any forestry officers or any veterinary officers will be doing the colonies a very great service.

1322. Then has anything been done to try to find out how many Poles or displaced persons who have the necessary qualifications could be employed there; or is there some idea that they should not be employed there?—I think in West Africa there is very serious political difficulty about the employment of Poles and displaced persons, because of the African feeling that the job should go to the African. It may be regarded as rather illogical that there is not this difficulty in regard to giving the jobs to people from this country, but I think the Africans do expect that we shall send out skilled personnel.

1323. In spite of these Poles and displaced persons being highly qualified people?—Personally I would be in favour of the employment in technical jobs of anyone we could get in that field.

1324. Take the case of doctors: there are undoubtedly a large number of displaced persons who are qualified doctors.

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[Continued.]

Is there objection to utilising their services?—I think if large numbers were taken on by the Government there would be objection. Actually, I think, some doctors have been taken on, but only in very small numbers.

1325. I am looking at it from the point of view of the technical skill of such persons who can teach the Africans, and the importance of using every means of educating the Africans by people who can teach them something?—Yes.

1326. In general principle you would agree with that?—Yes. I do not know whether I have given the impression that they have made very little progress, but I think I am right in saying that they estimate that by the end of this month they will have spent something just under £3,000,000 from the Colonial Development Fund since the beginning of the Act; that is, they have spent just under £3,000,000 in three years.

Chairman.] But have they got value for the money? That is the important question. It is to fill in those gaps in this list of shortages you gave us, and if there is political objection to taking people who are skilled and who can help, surely it would be a good thing to try to persuade them that it is for their own benefit to have the advantage of this training.

Mr. H. D. Hughes.

1327. You gave us a figure of £3,000,000 spent in three years, but under the 10-year Plan I see that the estimated expenditure for 1946-1947 was £3½ million roughly, and for 1947-1948 it was over £4 million. So if those are comparable figures it looks as if they are far behind their target?—I think I was wrong in saying three years, because it is only two years.

1328. But according to the target figure they ought to have spent well over £7 million?—I was only giving figures of actual Colonial Development and Welfare monies. They ought to have spent about £3 million, according to this table. I was only giving the actual expenditure from the Colonial Development Fund.

1329. I see?—From their own funds the figures are rather more unsatisfactory; taking their total expenditure compared with what they should have spent there is a great lag.

1330. You have not got the total expenditure figures, have you?—The figure is about £6,000,000.

1331. I see, and I suppose the main causes for that lag are the shortage of capital goods and staff?—Yes, those are the two causes.

1332. Would it be possible, through the Chairman, for you to let the Sub-Committee have the comparable figures of the total

expenditure in the Plan on page 38 and what is actually achieved under the various headings, so that we could see where they are falling behind?—Yes.

Chairman.

*1333. They have probably got the information out there more easily available?—I have got out those figures; I have worked them out, but they are only based on the current Estimates and the figures may not turn out to be correct in all cases as to how much they have in fact spent during this financial year, but I could very easily produce a complete statement rather than waste the Sub-Committee's time now.

Mr. H. D. Hughes.] All we have to go on at the moment as to what progress is actually being made is the relevant bits of the 1944 Report, which is out of date now. I do not know whether there is a similar progress report for 1947 which might be available?

Chairman.

1334. Would the Review you have mentioned be the place to find that information?—I am afraid it does not give the figures. It is a general account of what has been done. There is another progress report coming out. I did telegraph two or three days ago to find out whether it would be ready for this afternoon, but owing to the whole Government moving up north for the Legislative Council we have not had an answer yet. Anyway, we can give the figures showing how much the original plan provided for and how much was spent in 1946-1947. Those figures for 1946-1947 on the whole were very low. Then how much they are spending in 1947-1948, and I hope those figures will not turn out to be too optimistic. They are revised estimates. Also, how much they propose to spend in 1948-1949. Those figures are certainly extremely optimistic, in my opinion.

1335. You did not give us a figure for development officers?—Judging from the expenditure, I think they must be right up to the mark; in fact I think they have gone over it, because in one of the documents I was reading it is stated that, in addition to the 100 Development Officers, they found them so useful that they are also employing them under the agricultural, veterinary and forestry plans. I can probably find out from our Appointments Department exactly how many development officers have been appointed.

1336. You did say, I think, in your earlier evidence that there had been some opposition to developing a cement industry locally. From what quarter does that opposition come?—I was not thinking only of Nigeria.

1337. Generally then?—My experience is that companies in this country always find reasons why an industry will not be economic in almost every country.

* See Appendix 3 of Report.

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[Continued.]

1338. I wondered what has been done in fact, not only as regards cement but also local building industries. In the 1946 Report it does mention the question of developing the brick and tile industries. Do you know if any progress has been made with that?—I do not think they made much progress in that particular thing, but Sir Hubert Walker would be able to speak about that with much more authority than I. I know it is a matter which they have taken a considerable interest in.

1339. Is it possible to get any idea of the number of Africans who are going to be trained? For example, you mention the question of technical centres, and I see that when the three trade centres at Lagos, Kaduna and Enugu are completed they will only be catering for 416 apprentices, which seems to be rather a drop in the bucket, even when the plans are complete?—It is only the first step. There is also the Technical Institute at Yaba outside Lagos, which is to have 250 resident students and 1,000 to 1,500 in continuation classes and things of that sort. I agree that that is a relatively small start, but it is a question of taking the material available and producing as many people as possible. Then there are other forms of technical training. The various departments I have mentioned, the agricultural, veterinary and forestry departments, and the railways, have their own training schemes; public works have their own training schemes, and so on. So that these numbers are entirely outside those.

1340. Then you mentioned the question of the presentation of the plan for local discussion. What I am not clear about is this: at what stage in the formation of this type of development plan is the local representative's opinion taken into account, and how is it included on all these various development boards, and so on, which now exist?—The answer to that question, as far as Nigeria is concerned, is not a very satisfactory one, because I do not think that local opinion was sufficiently taken into account in the drawing up of this development plan. On the original Development Committee there were no unofficial members. Now on the Development Board I think they put four Africans, and even if these people had not contributed to a very large extent, it would have helped very greatly to the acceptance of public opinion if they had been associated more closely. It has been well done in the Area Committees and the Provincial Committees, where there are always a considerable number of African members, and I think it is now recognised that all boards must have full African representation, and all measures must have a proper opportunity of discussion by Africans. It is possibly a point which might be put to Lord Milverton, but I think he would say that there was a

desire to get on with the job quickly and there was a feeling that the African might not be able to contribute very much to this sort of thing and that was why they were not brought in on this document; on the other hand, this sort of measure is considered not only in the Legislative Council but also in the Regional Councils in the three regions which again have an African majority, and lower down. I do not think there is any danger of African public opinion being left out from now on. I think it is true to say that they did not have a very large part in the preparation of this actual document.

1341. What about all these colonial development plans on the economic side?—I think it is recognised that under West African conditions it would be very difficult for either the Overseas Food Corporation or the Colonial Development Corporation to operate except through local boards on which there would be strong African representation. I am sure in the Gold Coast it would be quite impossible for any corporation to operate which was run by a board in London. I would say that in Nigeria or the Gold Coast you would have to set up a local board and give the Africans a considerable part in it. That is recognised by the West African Governments and by the Colonial Office.

Mr. Norman Smith.

1342. Regarding this £50 million odd scheme which is particularised here you broke it down into five items, much the largest of which was social services and health and education?—Yes.

1343. Would you agree that this scheme was not at all designed with an eye on the United Kingdom balance of payments position?—I do not think it was designed for that purpose. It was designed for the development of Nigeria.

1344. It may help the United Kingdom balance of payments position indirectly in the future through bringing into being skilled personnel in health and education?—I would say that, just as you cannot have social development without an economic foundation, you cannot have effective economic development unless there are sufficient numbers of skilled technicians, and unless labour itself has some education, and again unless the people can get rid of the various debilitating diseases and so on which bad health conditions cause, and therefore a very large expenditure on health and education services is necessary, even quite apart from humanitarian reasons, but simply for the purpose of economic development. So I would certainly say that the £55 million scheme, if it is accompanied by sound economic projects, would contribute in the end very greatly to the United Kingdom balance of payments position. But this scheme was drawn up before people had started

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[Continued.]

talking about the United Kingdom balance of payments position.

1345. "Would contribute in the end"?
—Yes, I think it is a long-term policy. I do not myself believe that we are going to get very many quick results in Africa. Everything is going to be five or ten years.

1346. But you would agree that it would be misleading to the British public to think that you are getting quick relief to the balance of payments position through colonial development, and also that it would be misleading for anyone to tell the public that there is an element of exploitation of the African?—I think there is no element of exploitation. In any case, I think the terrific need for raw materials and food for the world is the biggest opportunity which Africa has ever had, and it has to be seized.

1347. I asked you a rather trite question, but I wanted your answer on record?—I do not want to go on record as saying that there may not be very considerable quick results, but I think the main result is going to be over a longer period.

1348. What I wanted on the record was your answer to my question, that there just is not any element of exploitation?—Yes.

1349. Such a thing, for example, as the improvement of the railways to shift the accumulation of groundnuts, is altogether outside this budget?—The railways can finance all immediate work from their own funds. It is always kept separate from the Government finance.

1350. If the railways do not get their requirements it is due to the physical difficulties of getting rolling stock from this country?—Yes.

1351. Supposing that rolling stock were delivered and the groundnuts were shifted, would it mean that the railways would then have too much?—No, they can always make use of as much as they can get. They have got very large orders for locomotives, wagons, boilers and other things of that sort over a 5-year period, and it was considered of such primary importance to get certain supplies out to them quickly that a General was sent out with the blessing of the Ministry of Food and the Colonial Office not very long ago, and as a result of that, steps have been taken to expedite what is most urgently required in the shape of engines, hopper wagons for coal and boilers, and I think it is being handled very energetically, because the difficulties are very formidable.

1352. Thank you. Then regarding fisheries development, the sum which is being expended on that is equal to rather less than a penny per head of population of Nigeria. Is that development concerned with sea-fish or river-fish?—Mostly estuaries, creeks and rivers, not the high seas. Development of the high-seas

fisheries will probably be undertaken on a West African basis outside this particular budget. One of the difficulties about fisheries development is getting trained fishery officers. The whole question of Fisheries Development is in its infancy. We have now got an extremely energetic Fisheries Adviser who believes that an enormous amount can be done by the development of fish-farming, having artificial ponds and stocking them with fish; as you can make the land in many cases yield more per acre than if you put it under some kind of crop. Some remarkable results were achieved in Palestine and in various parts of the Far East in this respect, and we are hoping to go ahead with that possibility in Africa. But it has been difficult to get expert fish farmers, and that is one of the reasons why more money has not been allocated.

1353. It is a development which can assist both by way of improving the health of the local people and assisting in the production of food for the world generally?—And by making a very good revenue for anybody who carries out such a scheme.

Mr. Willis.

1354. I think you said in your evidence at the commencement that you thought that very good progress had been made judging by the amount of money which had been spent, but that you did not know whether or not they were getting value for their money. Would you explain that? Who does know whether they are getting value for their money?—The mere fact that they have spent money is no proof of itself that value has been obtained, but there is no reason to suppose that value for the money has not been obtained.

1355. But what is the check?—The check is the account of the actual work which has been done, which of course they have got to render all the time. They give that account to us and to their Legislative Council.

1356. Then you spoke about the urgent need for veterinary services, and I noticed in this scheme that the Colonial Development and Welfare grant ended in 1946-1947 in respect of the school?—They have completed the school, and of course the Nigerian Government has to run the school itself. That was a grant for the extension of the school at Vom.

1357. I wondered, because it said "Future finance uncertain". I take it that you have prepared this paper?—I do not think I have seen that paper myself. Might I read out a passage from the statement I was referring to. This is from the Address to the Legislative Council on 2nd March, 1948: "The Government of Nigeria assumed full responsibility for the maintenance of the veterinary school at Vom on the 1st April, 1947. The three remaining vacancies for Veterinary Educa-

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[Continued.]

tion Officers were filled during the year. This removed the greatest obstacle towards steady progress which the school has had to face in recent years. Twenty-nine students were in attendance on the 1st of January, 1947, and forty-seven at the end of the year. Three qualified and six resigned. The graduation of the first two African Assistant Veterinary Officers was an event of note during the year and will remain a landmark in the history of veterinary education in Nigeria."

1358. I asked that because of the footnote at the bottom of the page, where it says "Future finance uncertain"—I had not actually seen the document myself.

1359. The other point I wanted to raise was this. Have you any idea as to what will actually be the cost of these schemes when they are finished, the total estimated cost of them being £55 million?—Building costs are certainly going to go up during the whole period, and that is one of the reasons why it has always been laid down as policy in regard to those Colonial Development programmes that they must be reviewed either continuously or once every three years, to see what progress has been made and what modifications will be necessary. It is also usually found as a matter of experience that revenues are more buoyant than was estimated at any given time. If there were a slump that would change, but the revenues in Nigeria have gone up remarkably in recent years; but I think the increase in building costs is going to be a problem.

1360. But you cannot increase the grant from the Colonial Development and Welfare Fund?—There is no money under the Act. There is, of course, a central reserve to deal with unforeseen requirements, but that is only about £10 million for the whole lot.

1361. Do the plans have to be adjusted accordingly, because obviously if these present costs are any indication these plans will cost almost double? You cannot increase the amount under the Act from the Colonial Development and Welfare Fund; there is only about £10 million for all the various contingencies. What is likely to happen to the schemes?—One thing is, of course, that it is only a part of this which is allocated to actual building costs. There is a very large amount of recurrent expenditure on salaries of personnel, labour and other recurrent costs which need not go up so rapidly. If no more money can be found from the Nigerian end, and building costs do go up rapidly, they will have to make some reduction in the amount of building they are doing.

That is one of the very important reasons why the West African Governments ought to push ahead with the plans for building research. A fairly elaborate report on building research was made by two people who went out from the Building Research Station, at Watford, and it is now before the West African Governments and it will be considered at the next meeting of the West African Council; but it is very important that a building research institute should be set up for West Africa. That, I think, is also a subject which Sir Hubert Walker would be able to give you more information about than I can. The whole question of building is his subject. I think it is going to create a problem in all development plans all over Africa.

1362. My question really is: what steps are taken at this end to take into account rising costs and to consult with the colonial government concerned (Nigeria in this case) as to the possible effects on the original programmes? It seems to me to be rather important just now?—The only step which could be taken, as far as I can see, is continuous watching of the figures and periodical reviews, say once every three years, to see what adjustments have to be made in the light of those factors, over which the Colonial Governments themselves have very little control.

Chairman.

1363. We asked the Colonial Office representative on a previous occasion if you would be good enough to let the Sub-Committee have a list of the various schemes to show those which depend very largely upon, for instance, steel and physical materials, and the various kinds of schemes which were local in character, for educational purposes and social advancement, which were more or less indigenous to the country?—Yes.

Chairman.] It would be of great assistance to the Sub-Committee if we could have the information in regard to Nigeria rather more quickly than the rest.

Mr. Bryant.] I think Sir Sidney Caine explained that it would be rather difficult to give that information for the Empire as a whole, but I think he undertook at the last meeting to produce something in regard to Nigeria, and that is in hand now.

Chairman.] And that will take into account the Paris conversations?

Mr. Bryant.] Yes, Sir.

Chairman.] We are greatly obliged to you, Mr. Cohen. You have given the Sub-Committee admirable evidence.

The witness withdrew.

Adjourned till Wednesday next.

WEDNESDAY, 10TH MARCH, 1945.

Members Present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.
Mr. Parkin.

Mr. Norman Smith.
Mr. William Wells.
Mr. Willis.
Mr. Yates.

LORD MILVERTON OF LAGOS, G.C.M.G., Governor and Commander-in-Chief of Nigeria, 1943 to 1947 (a Member of the House of Lords attending by leave of that House), examined.

Chairman.

1364. It is very good of you to come and give the Sub-Committee the benefit of your great experience, Lord Milverton. I think perhaps I had better say in opening that we have had a good deal of evidence, and it is the intention of this Sub-Committee to go out to Nigeria on the 30th of this month in order to study on the spot certain matters and in order to hear evidence, and if you could help us in regard to the following points it would be of assistance to the Sub-Committee. A large number of schemes were initiated whilst you were Governor, and some of them are of very great importance; some of them, the more recent ones, involve a great deal of material which is very scarce?—Yes.

1365. And the Sub-Committee, from the evidence it has heard, is beginning to wonder how many of these schemes will in fact be able to be carried out, not because there is not every good intention of carrying them out, but simply because there is a shortage of essential materials, on which there are claims not only from West Africa but from a good many other parts of our Colonial Empire. Would you be good enough to give us in your own words your views about some of the projects that were started in your time as Governor of Nigeria, and could you give us a survey of the general position now?—Perhaps you would like to name any particular project about which you would like to hear?

1366. I would rather leave it to you, because I think that during the period when you were Governor so much was done, and nobody knows more about that than you?—Of course, they cover such a wide range. The backbone of our development programme was, first of all, water. The thing which is most urgently needed in Nigeria is a water supply, especially in the north where there are great areas which are short of water. Everywhere, even in the south where the rainfall is relatively heavy, the villages have no proper system of water supply. A great deal has been done over the years, but there is an immense amount to be done. In travelling round Nigeria, the first item that every Governor meets on the list of requests which the local people put to him is water supply; that and communications, roads and other forms of communications, including, of course, postal and telegraph services. Post Offices are always very high on the list of things which

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the people themselves ask for. Then we come to education and buildings of various kinds and the big agricultural programme. Of course, for almost everything that we contemplate we are held up ultimately, whether it is public works in relation to roads for all the necessary material for bridges, steel, cement and so on; and the same thing is true in the case of education. There are the buildings and there are the same things in short supply. The main things which are holding up the development schemes are personnel and materials and the capital goods necessary. Whether or not we can keep to the programme will depend very largely on the materials side. We are making do with a shortage of personnel, but of course we cannot begin to train the coming generation properly until we are able to put up these training colleges which require, once more, the necessary materials. It is the materials which hold us up. I am not suggesting that no progress is being made, but it is being severely slowed up.

1367. Regarding the question of water supplies, which you say comes very high up in the list of demands, does that mean the provision of water conservation schemes by means of tanks, or what?—There is every species. It starts off with the ordinary well supply. We are sinking wells all over the north of Nigeria, and anybody who wants an illustration of the terrible shortage of water should realise that, as we send our drillers round a community forms immediately round them, and the supply becomes ruined by the rush to get near it. It is a terrible shortage. We are sinking very deep bores in Bornu and in that area of the north of Nigeria, hoping to find big underground supplies. We have some hopes at Maiduguri, but I understand that Sir Hubert Walker will be giving evidence before this Sub-Committee and he will be able to go into more detail with regard to that. There are the rural supplies which vary from small conservation schemes to quite big schemes, according to the population of the area. Then, of course, there are some big urban supplies which are contemplated. Some of them are in process.

1368. But in this scheme of boring, supposing at this place they do find that the water table is satisfactory, it would mean an enormous amount of piping to distribute the water, would it not?—Yes, it means piping for urban supplies.

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[Continued.]

1369. Is that piping produced in Nigeria?
—No.

1370. So that it means importing pipes?
—Yes, it does.

1371. Does it mean the use of metal pipes, or can it be done with concrete pipes?
—I think concrete pipes are being used to some extent, but I think, generally speaking, it means a good deal of metal.

1372. From the evidence we have heard, the Sub-Committee gathered that the very things which are most urgently wanted are the very things which you cannot get hold of?—That is so. You see, it holds up everything—motor traction and everything.

1373. When you talk about "personnel," are you thinking of European supervisory personnel or are you thinking of African labour?—I am thinking mainly of the African, but that, of course, implies skilled Europeans to train them. The whole development scheme rests on the African people treating it as their own scheme. I have explained to them all over the country that it is not the policy of the Government—and it would not be possible even if it were the policy of the Government—to import large numbers of Europeans to do this work, because the country could never afford them, and it must rest on a basis of training the African to do it himself and on the Africans realising that the future lies with them.

1374. We are told that the Africans who were trained during the war, when they were called up for service, have mostly gone back to the bush. Do you think that it is possible to attract them back to working on these schemes?—I do not think that I should agree with your first statement.

1375. You mean that they have not gone back to the bush?—Not the trained Africans. You see, the training has largely been mechanical training, and there are just not the jobs for them. I wish I could have induced them to go back to the bush temporarily, but they will not. You can appreciate that a man has a strong disinclination to going back to the bush which means going back to the very hard manual labour of a peasant, when he has been trained to look after motor cars or motor lorries and that kind of work. One of the things which I did was to hold meetings of ex-Service-men all over the country, and I tried to bring it home to them that there would be plenty of these jobs as soon as we got our development plans going, but that at the moment, when we were under controls, we were not able to import the motor vehicles and we were severely rationed in regard to petrol. It just was not within the power of the Government to provide them with jobs, but that the jobs would automatically appear with the release of controls.

Wing Commander *Hulbert*.

1376. What are these men doing now who had this mechanical training in the Air Force? You say that they have not gone back to their manual labour?—We found that many of them were living and doing practically nothing; so long as their gratuities lasted that was all right. I suppose we have placed about 50 per cent. of them in jobs. I frequently went into cases myself when I took a particular interest in any particular case, and I found that there was always work available but not the kind of work that the man was prepared to face. He was not hard up enough to take anything.

Chairman.

1377. Is that producing a great deal of discontent?—It is, of course, easy to exaggerate that. A lot of them are dissatisfied, yes, but that is due partly to the deliberate stirring up of them by the local African Press. People who wish to cause trouble are making a dead set at the ex-Service men. Also, it was due to some reckless promises which were made by officers in the East and also in India and Burma, quite unauthorised promises. They were told that when they went back, the Government would do everything for them, which no Government could possibly do. I had the trouble of explaining to them that this was the kind of promise that no sane Government could possibly make; that the Government would undertake to go out of its way to help them in any possible way, but that it could not guarantee them a relatively easy life for the rest of their days. A number of these ex-Service men came back expecting that they could sit back and that the Government would look after them for the rest of their lives. We had to explain that to the ex-Service men, and we told them that ex-Service men had to work just as hard for their living as anybody else.

1378. Can you tell the Sub-Committee anything about the disposition of the Africans? We were told that it is rather hard to get them to do continuous work, that they are inclined to come and work for a short time on a project and then, having nothing to spend their money on, they would leave it?—That is perfectly true, but as a simple statement it is not quite fair. We have found that the African, when he is well fed and well looked after and given something on which he can spend his money, will work as hard as anybody else. He can be trained to work. But in the ordinary offhand sense, what you said is perfectly correct. You may raise the prices of agricultural produce and a man finds that by doing three days work a week he can get as much as he used to get by doing four or five days work; so he does three days work.

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[Continued.]

1379. Then the shortage of consumer goods is a real problem, is it not?—It is the greatest problem of all. We were in the absurd position, as a Government, of trying to stop the prices paid to the peasant producers going too high. We had various schemes which are now coming into effect for holding back and putting into a fund some of that money, on the lines of the cocoa fund, because otherwise it would have completely broken our economy. If we had paid the peasant producer in Nigeria what passes as the world price for his produce, the Nigerian Government would have been made impossible. We should have had inflation in its worst form. There would have been nothing for him to buy with that money.

1380. Could you tell the Sub-Committee about how you think that consumer goods could be increased? Is there any possibility of getting them at all?—I gather not. The main articles wanted are textiles, articles which are so hard to get. Bicycles are coming in a little now.

1381. Is it a fact that what consumer goods there are are handled by traders who attempt to charge the Africans exorbitant prices for those things?—The big firms have been very much maligned over this, to do them justice. People like the United Africa Company and so forth do not overcharge in the sense in which they have been accused of doing so. The people who do overcharge are the Syrians and the smaller African dealers who buy the stuff at a relatively big price from the big firms and then proceed to make anything they like out of it; and that is terribly difficult to control. I have been repeatedly asked to do so knows how difficult in practice it is. The worst oppressor, when he is given the chance, is the African himself, who has no business morality of any kind in the way of exploiting his brother. The worst instances of exploitation that I have known in Africa were not exploitation by Europeans of Africans but exploitation by Africans of Africans, which we have done a great deal to stop. To take a very good example, one of the accusations levelled against the Nigerian Government—and however incorrect, these things are believed—was that we invested the hard-won money of the people abroad to the detriment of Nigeria; we had Kenya stocks and Uganda stocks, and why could not they finance their own things, and why could not the money be used in Nigeria. So we said "Very well, we will raise a Nigerian Loan." That is part of our development plan. We started a trial loan on very favourable terms, £300,000, which was over-subscribed in a day or two, and we gave complete preference to the small African subscriber. All of them who applied for stock got it. But there was only a very small percentage. You see, 3½ per cent. to an African just is not good enough. Well,

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20 per cent. is more like what the African thinks is normal interest, but that does not stop them in their illogical way from complaining that the Government does not invest its reserves locally.

1382. Can you tell the Sub-Committee something with regard to the other points which you raised, the question of transportation and the difficulties about the Nigerian railways shortages, and so on?—I think the story is only too well known now. During the war the railway was quite rightly run almost to a standstill; it was over loaded and over run at all costs, and repairs were very difficult to obtain. However, things began to come to an end. You can over load a railway for a certain time but the crash must come, and the line needed re-laying, most of it; certain parts of it were very bad; and we have no spares for locomotives; at one time we had 50 or 60 locomotives on the sick list for want of a few spares which had been on order in England for three years. In the case of one order, after the material had been on order for two years, the Ministry in London forgot to put these items on the indent and we found that out. At the same time I was getting most urgent representations to get on with the moving of the produce. I made the obvious reply, that these urgent requests should be addressed to the two Ministries concerned in London. If they could give me the spares I could move the stuff.

1383. The Ministry of Production, was it?—The Ministry of Supply, and the Ministry of Food were to some extent concerned, at times, in it. There seemed to be no co-ordination between some of the Ministries. You got the Ministry of Food saying "We must have this stuff," and the Ministry next door not supplying the spares which were necessary to enable them to do it.

1384. And those shortages, I understand, have led to an accumulation of ground nuts and other things which cannot be shifted?—As a matter of fact there has been a considerable move on in the way of getting adequate priorities given to spares, and we have recently got some Canadian locomotives; when I left Nigeria there was the best part of 100,000 tons of ground nuts up country, under tarpaulin and so on, which we could not move because the railways just could not cope with any more of them. That position is easing, and I understand that it is hoped that they will be cleared before the next crop.

1385. Then in regard to the vessels on the River Niger as a means of transportation, they are all run out, too, are they not, or a good many of them?—They are old, yes.

1386. During your time as Governor did you represent that they would have to be replaced if you were going to get efficient operation?—The river craft, do you mean?

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[Continued.]

1387. Yes?—The need is not so urgent. It is true that they are very old, but a lot of the river craft are run by private companies, such as John Holts and the United Africa Company, and business firms very often seem to be able to get listened to better than a Governor can.

1388. There is one other point which I think some of the members of this Sub-Committee would like your views upon. We were told in evidence that at Lagos, I think it is, a brewery is being put up?—Yes.

1389. And that it is costing a certain amount of money?—Yes.

1390. Very nearly half a million pounds in money?—Yes.

1391. And that they have gone to Holland in order to get the materials, and, therefore, it has been very expensive. It is, no doubt, a good thing to have a brewery there, but was it done with a view to preventing the Africans taking to spirits?—No, that was not one of the main motives. I think the main motive was that there was an industry which might very well be a local one and that there were people prepared to carry it on. There is at the moment a very flourishing brewery in Accra on the Gold Coast, and all through the war the troops who went to Accra must have been very glad of that, because there were supplies of beer obtainable in the Gold Coast when there was a great shortage of beer elsewhere. Originally they wanted that brewery to be put up in Lagos, but the Government of that time did not give it any encouragement. They wanted some special facilities which the Government would not give them then. We have now a rule that anybody establishing a new industry in the country can import machinery free of import duty, if it can be proved that it is a new industry in fact, just as every mining community admits mining machinery in free.

1392. Then a similar new industry was the plywood industry, and that, I understand, is likely to be a flourishing concern?—It is a very big thing, yes, and it will be of great benefit to the country.

1393. Are there any other industries of the same sort? In the cocoa industry cocoa disease is causing a lot of trouble, is it not?—It is not so bad in Nigeria as it is in the Gold Coast. We produce about $\frac{1}{3}$ of the amount which the Gold Coast produces. We are not the biggest cocoa producers, but we have swollen shoot and the other diseases. It is not so bad in Nigeria as in the Gold Coast.

1394. Now, can you tell the Sub-Committee regarding the Constitution which was established; that was established really by you, was it not?—Yes.

1395. In its present form?—Yes.

1396. We have a note as to what that consists of. Can you tell us whether it is, in your view, working satisfactorily?—Yes, up to date it is working surprisingly satis-

factorily. You will appreciate what the main motives behind it were. Apart from giving the people an opportunity of running their own affairs, which to a very large extent it does, there was the idea of making Nigeria into one country, which it is not, and of teaching the people to know each other. It is only within the last ten years that even the leading chiefs in the north of Nigeria could meet each other, taking that area alone. At these annual conferences of chiefs which preceded this Constitution, they rather hesitatingly met each other and got over some of their suspicions, and now they meet on very good terms. I was trying to apply that lesson all over Nigeria. You see, before the new Constitution the Legislative Council of Nigeria only legislated for and dealt with half of the country. The whole of the north of Nigeria, containing 11 million people, which is a very large area physically, was outside its sphere. The Governor legislated for them. I wanted to bring the northerners, who viewed with suspicion and a certain amount of contempt the southerner, into the picture and to get them to know each other, which they are beginning to do. Of course, there is a very much more enlightened type of ruler or chief springing up now. The younger chiefs now selected in the north generally speak English and they have been educated and have a very different outlook.

1397. And the meeting of these legislative assemblies in three different centres was for the same purpose, was it?—Yes. They are very different; they have different ways of life and different outlooks. The Mohamedans in the north are quite different from the people in the east and the west and also the west is different from the East. I do not think there was ever any hope of that country developing as one country from one large central Council as representing them. I think they needed to be allowed to develop in their own particular way and at their own particular pace in the regions which fell naturally together. In the main, all Nigerian questions are to be left for the Legislative Council to deal with. That was the general idea at the back of a rather novel proposition, of meeting alternatively in the chief capitals. Its first meeting was held in Lagos; the second one, which is now at the moment sitting, is at Kaduna, which is the capital of the north; and next year it will be held at Ibadan in the west. The year after that Enugu, the capital of the east, will be the place. So that it will only sit once every four years in Lagos. Naturally, that provision was bitterly attacked by the newspapers run from Lagos and by all the most vocal people who spring from Lagos, because it was a deliberate attempt to break the absurdly predominant influence of Lagos on Nigeria. In Lagos there are 200,000 people and Lagos has all the disadvantages which come from being a big seaport, in the way of

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demoralisation of the people in it, and they were claiming to speak for the whole of Nigeria with whom they largely had very little sympathy, and of whom they knew nothing. You had, in other words, 250,000 people or their representatives claiming to dictate to 20 million people, and some of the proposals for a constitution put up by the Africans of Dr. Azikwee's persuasion provided for that. They asked for an electoral system whereby one man's vote in Lagos would have been equal to about 3,000 in the north. That was their idea of a fair administration!

1398. You said just now that the newspapers do attack the Government. Is the Press out in Nigeria antagonistic to the Government?—The Zik Press, yes—what is known as the Zik Press. It is derived from the name of Dr. Azikwee; he got his Doctorate from an American University.

1399. Is he always out against the Government in all projects?—Generally speaking, yes.

1400. And he, I suppose, is opposed to these development schemes?—Yes, he is even trying to break them.

1401. Has he got a very large following?—No. He has got quite a following amongst the semi-educated people, and it is a slowly growing following, because abuse of Government is always a popular thing and it has a great appeal apparently at all times.

1402-1404. Is there anybody to counter this Dr. Azikwee or not?—Yes. I will deal with the Africans first, particularly. He essentially represents the Ibos of the east, who are the individualists of Nigeria, the people who want all the benefits, they want more money spent on everything and they do not want to pay any taxes. They have all the right ideas! There is another paper, the "Daily Service," a Lagos paper, which is owned by and represents the Yorubas of the west.

Mr. Edward Davies.

1405. What money has Dr. Zik for doing this?—He has made a financial success of his papers. In the north we started a corporation called the Gaskiya Corporation. We floated it off with Government money; it is one of the schemes under the development plan. That was to give the people of the north something to read, and one of the features is the paper "Gaskiya." This is a paper published in Hausa, giving the local news and so forth, and it is now a semi-independent corporation run by a Board, largely Africans, with one or two Emirs on it, and the idea is that ultimately it will be entirely staffed, edited and run by Africans. It invites people to write to it and say what they think about anything. You can say anything you like to send them. It is run with the same high principles with which the "Times" is

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run; you must not be abusive; the one thing that you may not criticise or bring within that range is the Mohammedan religion, naturally. It runs a vernacular press. It publishes translations, an English text and so forth, and it does aim at providing the young people with something to read. One of the reasons for the spread of seditious stuff is that the boys and girls have got nothing to read when they leave school, so they read the newspapers. After all, even in England one shudders to think what would be the mental condition of someone who lived solely on some of our daily newspapers.

Mr. Norman Smith.

1406. I would like to ask one or two questions. You mentioned 10 per cent. as being the rate of interest involved—by whom? What sort of borrower would offer 10 per cent., a bank?—Oh, no. If you were an African, trying to borrow money on a house or anything like that from a fellow-African, you would be very lucky if you got off with 10 per cent.

1407. 10 per cent?—Yes. It would be more like 5 per cent. per month, or something like that.

1408. But the Committee is not to understand that a business man who wants to expand would raise capital by offering 10 per cent?—Oh no.

1409. May I ask you a question about the newspapers which are owned by Zik? Do they have advertisements on a business basis, and if so, what sort of commodities do they advertise?—Oh yes, they advertise everything. Quite a number of the leading firms advertise with his papers.

1410. The last thing which you told the Sub-Committee about was that there is apparently an increasing vogue for literature of all sorts, particularly among young people. Do you think that might be a form of consumer goods which could be provided from this country without any great difficulty?—Yes, there is a very great demand for books.

1411. Literacy is sufficiently widespread for this to make a really serious contribution to the problem regarding the consumer goods?—Well, no. The number of literates is not sufficiently large, and it would not bring the consumer goods to the right people. The literate people are the people who are looking for white-collared jobs. You see, all the agitation and so forth is amongst the office workers.

1412. The urban population?—Yes, the urban population.

1413. Do Zik's newspapers circulate in the hinterland as well as in Lagos?—No, very little. They are printed in English, anyway, but they are read and translated.

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[Continued.]

The circulation of these papers is very small. I mean, 7,000 or 10,000 is a large circulation, but that does not give you all the picture. It is the number of people who have it read to them.

Mr. Yates.

1414-1415. Regarding these newspapers which are circulated to the schools, what steps are taken to counter that in the schools?—Well, the schools mostly have African headmasters, and one or two of them banned them, and have suffered a barrage of abuse in the Press as a result of that. Most of the schools in Nigeria are not Government-controlled. They subsidise them but they are largely mission-controlled.

1416. Do the Government send their publications free to the schools?—Yes, we send free copies of our publications to the schools, and we do a lot in the way of broadcasting as well.

1417. Then I have a question bearing on the question which the Chairman asked you regarding consumer goods. I would like to know whether there is really a large percentage of people who will not work satisfactorily without the attraction of consumer goods and, if so, what are the types of goods required?—Well, textiles are the highest on the list, probably. But there is a whole range of articles from bicycles to household utensils of all sorts, and all sorts of little things on which they like to spend their money.

1418. Is there a very large section of people who would not work because they cannot get a bicycle, for instance?—Well, what is the use of money to them? Indeed, in the Eastern Provinces, the number of bicycles before the war was tremendous, and the potential demand is enormous.

1419. So that actually, you would say that there is a very large percentage of the population who will work up to a certain point, and then they will not, because they actually cannot get the consumer goods which that money will buy?—Let us put it the other way round, that they have been accustomed to working for a certain time, and if you want them to work more than that, and if you offer them more money for working a little harder during the hours when they do normally work, you must give them something to spend that money on when they have got it.

1420. I was only thinking that we lack consumer goods here, very much, but production is going up considerably, and I just wondered to what extent that applied in Nigeria. About the constitution, the Legislative Council contains four elected members, I understand?—Yes.

1421. Only four elected members?—I have a copy here of the note which the Com-

mittee has had printed. It is a little misleading when put like that. You have four elected members and 24 nominated unofficial members, and in that way it does not look very good; but those 24 nominated members are not nominated by the Governor; they are nominated by the Africans. For instance, of those 24, four are Emirs from the north, major chiefs, who are—I will not use the word "elected" because they do not understand that system—but they are chosen by the House of Chiefs. The ordinary African method of settling a question is to have a meeting, and apparently out of chaos of debate, a decision does arise without them actually taking a vote on it. They do come to a decision. There are four chosen by the House of Chiefs. There are two chiefs from Western Provinces, who are nominated by the Governor, because it would be very difficult to have them nominated in any other way because there are only five major chiefs in the West. They are chosen by the African members of the Regional Houses, as a sort of electoral college. They choose the members to represent them in the Legislative Council, from among themselves. They in turn, having been nominated to that Assembly by a series of committees, working up from the village councils. There is no system of election because I think—and a lot of other people will agree with me—that the African, whether it is a good thing or not, at the moment would not understand it. Their system of choosing people is by that conciliar method, and at the moment these elections or selections have gone very well to the Regional Councils. The group of village councils puts names to the final Provincial Council, and they finally select the people to represent that Province in the Regional Assembly. It may be in the future, when education and other ideas have spread still more, that they will ask for an electoral system, but at the moment they do not want it. If you take the electoral system as it is in Lagos, there are three elected members and one in Calabar. That is a survival from the past. Not 50 per cent. of people who could register themselves on the books as electors have bothered to do so, and only a small percentage of those who do bother to do so bother to vote.

Wing Commander Hulbert.

1422. Coming back to the newspapers, the Zik newspapers, I gather that they have had a bad influence on the whole?—Yes.

1423. As a counter to that the Government run the "Nigerian Review"?—Yes.

1424. Has it ever been explored as to whether an opposition daily paper could be operated there, from an economic point of view?—Yes, I was hoping that some newspaper interest in England would establish a paper out there. To do what is needed it has to be quite an independent newspaper; it is no good the Government running a newspaper.

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1425. With the circulation among the English-speaking people, do you envisage that it would be an economic proposition or not? Would it have to be subsidised by the Colonial Government?—No, but I think a paper starting there would have to be prepared to face one or two years while it built itself up.

1426. And you think that with all these schemes it would be a commercial proposition?—Yes, undoubtedly. There is a growing circle of readers.

1427. Could you tell the Committee, are there any radio developments for educational purposes, or is the difficulty the lack of receiving sets?—Well, we have this radio distribution service. We run a local radio service.

1428. Is that run by the Government?—Yes. We use that for educational purposes and for Government propaganda purposes as well.

1429. Is that rather restricted owing to lack of receiving equipment?—Yes, it is.

1430. Do you know, roughly, how many receivers would be required?—I could not tell you offhand. You see, we have that wired wireless system in Lagos, in Ibadan and up in Kano, and in most of the bigger towns.

1431. Apart from the schemes which this Sub-Committee know about, what local industries are really wanted to be established there now?—It is difficult to say. Nigeria is predominantly an agricultural country and the Veterinary Department ran during the war a number of small industries in the way of bacon, ham, lard, butter and so forth, and they showed that it could be run at a profit. The Government is now aiming at pushing those industries off on to the Africans as African industries, getting the Africans to run them.

1432. They are continuing now, are they?—Yes.

1433. You said "ran during the war"?—Yes, but the Government is trying to divest itself of them. There are a number of possibilities in the way of cotton and some other things which we used to obtain from India. There are various things which they have experimented with, such as material for bags.

1434. Are the Africans showing willingness to take over these Government industries?—No, there is a very great shortage of African business ability.

1435. Is it due to what Mr. Norman Smith said, that there is not a large enough profit in it? Does that come into it at all?—I would not say that, no. I do not think it is largely that. There are some successful African business men, but they are relatively very few, and the

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majority of the people have not learned the lesson of success in business which, like anything else, requires a basis of hard work, and continuous hard work. I think they do expect rather too much profit.

Mr. H. D. Hughes.

1436. You did stress the importance of making the native population feel that these development schemes were their own schemes?—Yes.

1437. At the last meeting of this Sub-Committee we had some criticism from the previous witness that not enough had been done at the beginning, in the formulation of the 10-year plan, to consult native opinion. What was done at that stage?—At the beginning it was quite impossible to do that, without the expenditure of a great deal more time than there was. It was quite impossible to take opinions all over Nigeria and then get the Africans to formulate views, because there are so very few Africans, in schemes of this magnitude, who are fit to formulate such a scheme. They have no idea of how to do it. A lot of Africans were consulted and we collected from all over the country the views of the Government officers concerned with whatever branch of the thing we were dealing, whether it was Education, or Agriculture, or Veterinary, or Forests, or whatever it was, and they were collated at a centre by the Development Secretary and then brought to London for discussion here; you see, it was no good going very far with the details of these schemes until we knew the extent of the support which we were going to get from the Development Funds in London, and, having got an outline of what we might expect, we went into it in greater detail. But there are Development Committees in every Province, with largely African membership. The Africans have the opportunity. They did not, it is quite true, have any active share in the original formulation of the schemes, but their views have been embodied in those schemes. They have ample opportunity now of saying whether this school, or that hospital, or whatever it is, takes priority in a Province; and the local committee, generally speaking, are listened to. One of the reasons why we cannot delegate authority—you have to retain a tight hold over all this—lies in London. The Treasury said that they wanted somebody whom they could hold responsible, and the Development Secretary is the person in a Government who is responsible. If that is so, he cannot hand over so much money to a native authority. He has got to keep a hold on it.

1438. Yes, but at what stage do these local Development Committees come in? Was it when the 10-year plan was approved that they came in in the first place to discuss priorities?—Yes, that was largely it.

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1439. Going back to this problem of the ex-Servicemen, have there been any schemes for resettlement training of these people who were unemployed, in the same way that we have done some resettlement training for ex-Servicemen here in this country?—Yes, we have a school at Enugu and there is a technical school in Lagos; that only touches the fringe of the problem, however. We have set our face, definitely, as a matter of policy, against ex-Servicemen being settled as such in any definite area. We do not want to retain them as a soldier community. We want them to fade into civil life again. We have deliberately supported the Ex-Servicemen's Association and the meetings of the Old Comrades which are held there. But we do not want, growing up within the community, a definite section which parades and endeavours to keep itself together as soldiers. That is why we have endeavoured not to have agricultural settlements of ex-Servicemen. They never have worked in most countries I have known about.

1440. I was not thinking in terms of agricultural settlements so much as whether you were taking these men who have had some mechanical training in the Army and trying to train them as builders or fitters or some other trade for civilian occupations and what proportion of the ex-Servicemen had had some kind of training scheme?—We have not got to the stage of a definite scheme for them yet. We gave every Department permission to take on a certain percentage over its authorised staff, who were to be ex-Servicemen, to be kept on working and waiting for a proper vacancy. We did many things like that, even down to reserving a certain number of imported sewing machines for them. That is more important than it sounds. Sewing machines are commodities which are in very short supply, for ex-Servicemen and their families. Then we took legislative power whereby firms had to take on a certain percentage of ex-Servicemen. We have done everything that we can reasonably do in that way.

1441. Going back to this question of the difficulty in obtaining supplies of railway spares and that kind of thing, I take it that your normal channel, as the Governor, would be through the Crown Agents here?—Yes.

1442. Where do you think the failure to get supplies expedited lies in London? Is it in the Crown Agents' machinery? Is it in relation to their Government Departments?—I think it was the Ministry of Supply in this particular instance. I would not say it is so much a failure, but if I am told by one Ministry that it is an "A" priority to produce oil-seeds for England, then it is absurd for another

Ministry which supplies me with material to say that it is not a top priority. You cannot have it both ways. It was the fight for priorities.

1443. I suppose you really need some co-ordinating machinery, on the economic side of the Colonial Office to pull those things together for the Governor?—No, I do not think it is the Colonial Office. I think that what is needed is some co-ordinating machinery in Whitehall, between some of these Ministries.

1444. The Crown Agents have no authority to pull things together on your behalf, I suppose?—No. I do not think the Crown Agents have any power. They are merely agents for us. They pass on all requests.

1445. I have just been reading a very fascinating report by Mr. Chadwick on the community development scheme at Udi, and he does describe the efforts which have been made there to organise all kinds of voluntary efforts and to improvise materials for building and so on. Is that kind of development capable of greater expansion over Nigeria as a whole, do you think?—Yes, I think a good deal can be done with that, but of course you have to remember that Chadwick is a very exceptional District Officer and he had a tremendous missionary spirit and worked wonders with those people, because he obtained a great influence over them. It means that an Officer has to have been a long time in a locality and he has to have that particular enthusiasm for the line of work.

1446. I suppose the Colonial Government is now doing what it can to utilise the benefits of that experience elsewhere?—Yes, they are; it has been a great success, but a great deal of it is due to the personality of the man.

Mr. Edward Davies.

1447. Which brings us to the point that the method of recruitment is important, and the type of officer is important?—Yes, extremely important.

1448. You are satisfied with the methods of recruitment, are you?—I think that we are now getting into the Colonial Service a better type than we have ever obtained before. I should say that the new recruits are of a higher standard than the Service has ever known before. But the question is to maintain their morale and if such articles as that which was published by Rita Hinden in the Fabian Quarterly in the last number obtain any circulation among those people they will ruin the morale of the ex-Servicemen. It was a most discreditable attack on the Colonial Service and there was not a word of truth in it.

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[Continued.]

1449. We are hearing much of this difficulty about getting facts. The point has been made by some observers that it might have been better to have encouraged development of these schemes in Nigeria, where there are some ground nuts produced, rather than opening up new territory. What is your view on that?—I think that is, putting it bluntly, nonsense. To begin with, you cannot increase the production in Nigeria like that. The north of Nigeria, where the ground nuts are produced, is probably producing as much at the moment as it could without major alterations in its economy. You see, there is a balance in the north between the production of corn for food and ground nuts for export, and during the war we pushed the production of ground nuts to such a point that there was a shortage of corn, and the people were very nearly starving, so they began to eat the ground nuts; therefore you defeat your own ends.

1450. That, of course, means using the acreage which is used for corn production. I was thinking more in terms of intensive cultivation by the use of phosphates?—Yes, but that would take some time.

1451. I was thinking of the short term policy. The criticism which is made about the Tanganyikan scheme is that it is all right but that it is not likely to yield results for some years?—I do not think you could do that. You see, you have to remember that the population in the north is, generally speaking, the fixed population. They are fairly fully employed and there is no surplus labour market there.

1452. Talking about agriculture, are not there special difficulties in Nigeria in respect of the land and any large scale development?—Yes, there are in the north. The question in regard to this big extension of ground nuts cultivation is that there is ample ground but the question of using tractors and so forth is one which is bound up very much with the prevention of soil erosion and the prevention of the Sahara coming any further south. You know, the Sahara is steadily coming further south, and therefore a wholesale use of tractors over all those level areas would, unless great precautions were taken, facilitate that process. In the eastern provinces we have soil erosion on a very large scale already. There are minor grand Canyons there, and it is a tremendously serious problem. You have steadily deteriorating soil with a steadily increasing population.

1453. Which could not be offset by the fertilisers to which, I am referring?—I think it is a more difficult question than that. Something, I suppose, could be done with fertilisers. When you go out to Nigeria you will hear a good deal, I should think, about the acid soils of the eastern provinces.

1454. Mr. Yates was asking about consumer goods, and I think the Committee would be interested to know whether you could tell us something about the agents for distribution. People like the United Africa Company are agents, are they not; for many of these things?—Yes.

1455. Are there other stores out there?—Oh, yes, there are quite a number. There are several European firms, John Holts and so on, and there are a number of Syrian firms, quite big businesses, and some African firms, though not many African firms on any big scale.

1456. There is no closed shop in the sense that some groups of men might wish to import some kinds of consumer goods and cannot; there is no close co-operation which precludes them from doing so?—Oh, no. Of course, during the war we had this system of past performance. The quota was based on past performance, which was fair enough at the time, but that has been abolished.

1457. What I am trying to get at is that there has been some criticism that unless one is a member of the Associated West African Merchants, it was impossible to buy in this country things of this sort referred to by Mr. Yates, consumer goods?—I have never been able to find that that was true. I know that it has been very freely alleged, and naturally the firms in the Associated West African Merchants have clung together during the war, because they were forced together; the Government dealt with them as a body.

1458. Because if that were so, it might have the effect of fixing prices?—Yes.

1459. But you have no knowledge of that? It may well happen in practice when such people apply in this country or elsewhere?—I know that such accusations were being made and I had an investigation made into it. I could not find that it is true, and if anybody wanted me to investigate it further I asked them to produce the proof.

1460. Is there any evidence of trade unionism as we know it in this country growing up in Nigeria? Secondly, is there any co-operative development in Nigeria?—Yes, there are quite a lot of co-operative societies, largely in the cocoa industry, which is the most favourable ground for them.

1461. They are producers' societies?—Yes, and there are others. They are growing slowly. There is the Raffia Goods Society, who are producing bags and things of that sort in the east, and there are various supply co-operatives being started.

1462. And trade unions?—We have got about 101 trade unions—which is about 100 too many. I do not wish you to think that I am against trade unions, but though they

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[Continued.]

are called trade unions they have none of the features which you meet in English trade unions and none of the responsibility which the English trade unions have. When people are told in England that there are 101 trade unions in Nigeria, they probably think that they are developing on proper trade union lines, but they are not. They are very largely the happy hunting ground for the sort of dishonest adventurer who gets appointed secretary to the union and then exploits it for what it is worth. The number of times that their officials abscond with the funds is appalling. We are trying to improve them by getting better methods, but it is a slow process.

1463. This question is rather a broad question and may appear to be a stupid question, but what is the system of marriage? Is it monogamy or polygamy?—Polygamy.

1464. Is it by purchase or something of that sort?—Well, largely, yes. You see, the Christian Church has great difficulty there. I know there is the C.M.S. If only the Archbishop of Canterbury could be persuaded to agree that polygamy was all right, it would solve the difficulty. Of course, it is a very serious interference with their accepted system of society to say that they must not have more than one wife.

Chairman.

1465. We are very much obliged to you, Lord Milverton. We realise the long years you spent in Nigeria and the enormous amount of reforms which you carried out, and we can only hope that when we come back from our visit to Nigeria you will very kindly help us once more in regard to certain points, because we may get some matters out of proportion?—Yes, I should be pleased to do so.

The witness withdrew

Adjourned till Wednesday next.

WEDNESDAY 17TH MARCH, 1948.

Members Present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.
Sir Peter Macdonald.

Mr. Parkin.
Mr. Norman Smith.
Mr. William Wells.
Mr. Yates.

Sir HUBERT WALKER, Chairman of the West African Airways Corporation, lately Director of Public Works, Nigeria, called in and examined.

Chairman.

1466. The Sub-Committee are taking evidence on the development schemes in West Africa, and we have been told that your unique experience out there would help us very much in the consideration of these various schemes. Would you, Sir Hubert, for the purpose of the record, kindly tell us what your official position was out there, and also what is your present position?—I was Director of Public Works, Controller of Civil Aviation and Chairman of the West African Airways Corporation. I was a Member of the Legislative and Executive Councils. Now I am Chairman of the West African Airways Corporation only.

1467. You have given up your position as Director of Public Works, and so on?—Yes.

1468. We hope you will be able to tell us with complete frankness, exactly what your views are about these schemes. We have heard a good deal of evidence and there are a very large number of schemes, and this Ten-Year Plan is very familiar to you?—Very.

1469. Do you think you can tell us how many of these schemes are likely to be held up for shortage of material which cannot be obtained locally and, generally speaking, the order of priority in which you would place these schemes?—The schemes which will be held up are, of course, all the material development schemes; that is, roads, the urban water supplies, rural water supplies, electricity schemes, the building programme which is common to all the others because it provides the housing for all those other schemes, and the marine schemes; and

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Sir HUBERT WALKER:

[Continued.]

other schemes to the extent that their buildings are being delayed.

1470. Building material?—Yes.

1471. You mean you cannot use local material and local labour?—We do to a very great extent, but we cannot avoid some quantity of steel being required. It is not only steel but also such materials as sanitary fittings. You can construct a building very nearly without steel, but you cannot do away with it entirely, especially in a building of any size. Then there are also other materials, such as sanitary fittings, baths, water-piping and so on.

1472. Then would you say that the shortage of water supplies is one of the most urgent items?—Well, they have done without water supplies for a good many years. I should think communications are probably more urgent.

1473. You mean roads and railways?—Roads, railways and river transport.

1474. Would you say something about the shortages of those three forms of communications?—I think the question of railways has been rather heavily dealt with elsewhere, and I did in my notes put down the shortage of locomotives and wagons and things like that.

1475. When did you give up your post officially?—I am really still on leave, of course. I actually left West Africa as Director of Public Works on the 3rd December. Since then I have been back there. I left again ten days ago.

1476. Is the prospect of improving the railway service in sight or not?—I gathered that something was being done.

1477. Locomotives are being sent out, but there is still a shortage of wagons?—There is still a shortage of wagons.

1478. The gauge is 3 ft. 9 in., is it?—It is 3 ft. 6 in., the standard African gauge.

1479. What about rails: is there a great shortage of rails?—That is not quite so important as the locomotives and wagons.

1480. How many of your schemes will involve railway construction?—None of them actually involve railway construction. The only construction part that is in the Plan at all is re-laying. It is not actually in the Plan, but it is under railway development.

1481. As regards the prospects, for instance, of agricultural development, in your schemes they can be dealt with by the railway tracks as they are, with the improved road services to feed them?—Yes.

1482. In regard to road services, are you short of cement-making machinery out there?—We import all our cement.

1483. Is there any source of local supply?—There are several places. The most promising is Igumali in the Eastern Provinces. That has been very thoroughly investigated; but the cost of transporting it from Igumali, which is north of Enugu, down to Lagos would put the locally-manufactured cement at a higher price than the cement we could import from the London river:

1484. For instance, is there enough shipping to keep you supplied with the cement you require from London?—Yes, they are getting as much cement as they want.

1485. In other words, you are not worried about the cement position at all?—We are not worried about the cement position at the moment.

1486. What is the reason why the progress on roads has not been better?—It is very largely staff and construction plant—staff first of all.

1487. You mean European supervisory staff?—The properly qualified engineering staff.

1488. How short were you when you left?—We were about 56 per cent. of our establishment. We had only got about 56 per cent.

1489. Is the recruiting of qualified people proceeding satisfactorily?—No. We are finding it extremely difficult.

1490. Is the reason for that the question of pay or conditions?—I do not think it is pay altogether. It is just that West Africa is not popular. There is a general shortage of engineers, and engineers who are prepared to go abroad into the colonies would rather go to Malaya, Hong Kong or East Africa, where the climate is suitable for their wives and families, than to West Africa, where the climate is not suitable for them. People's wives and families are there, but the conditions are not really very good. It is just a natural disinclination to go to West Africa.

1491. Then how are these private enterprise organisations, Lever Brothers and the United Africa Company, able to recruit people?—That I could not say.

1492. Is it because they provide better amenities?—I should say not.

1493. You do not think it is because of that?—They may not ask for the same qualifications. United Africa Company do not recruit engineers.

1494. Do Lever Brothers at all?—No.

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1495. Has anything been done to try and attract Indian engineers who are now redundant?—Yes, the Colonial Office have had that in mind and they circularised us. We had high hopes that we could get some of them, but nothing has been achieved yet. There again, they are mostly older men and they wanted to go to better climates.

1496. How do you suggest that this situation could be improved?—I can see very little for it under the present conditions. They should try to recruit straight from the universities and start at the bottom. It will take some years to build up a service in that way. I was talking to one of the better-known engineers in Victoria Street at lunch-time today, and he said that when the time comes and they are asked to undertake constructional works in places like West Africa, he does not know where he is going to get the engineers from. There is a general shortage of engineers and they naturally go for the more attractive climates.

1497. From what you have told the Sub-Committee, it sounds as if a large proportion of these schemes will not fructify for some time?—We can get on with them, but not as rapidly as we had hoped. The existing staff can do a certain amount. There are no very big schemes in the Development Plan. The Development Plan really consists of hundreds and hundreds of small schemes spread over all the provinces, so that every province gets something, rural water supplies, urban water supplies, roads, electricity supplies, and the building programme; it is spread over the whole country, and in each province there is a nucleus of staff which can undertake some construction. Then of course the position as regards inspectors of works and foremen is much easier. It is not so difficult. The only trouble with that class of men is that when we get them we often find that they are not quite as suitable as they looked when they were in England. The casualties are high from this cause.

1498. Have you experienced difficulty about getting bulldozers and mechanical plant for road-making?—Yes.

1499. You are short of them?—Yes—caterpillar tractors, rollers and tar-boilers.

1500. Can you tell the Sub-Committee what proportion of these schemes have been got under way at all since they were envisaged?—A start has been made on them all; something is being done. It would be rather a long story to go through each scheme and give you a progress report, but as regards the roads there is quite a bit of bituminous surfacing being done, and there has been quite a lot of progress with the construction of some of the new trunk roads.

The Kumba-Mamfe road has been finished, and the Calabar-Mamfe road is in hand; a start has been made on the Lagos-Benin road. We have managed to get the assistance of consulting engineers to prepare designs for the major bridges. Those are nearly finished now, and we hope we shall be able to get some done by contract. Contractors may have better luck in getting people, but that does not ease the local administration entirely because you have still got to have your resident engineers to look after the contractors.

1501. Can you tell the Sub-Committee anything about the African labour; is it adequate?—There is a sufficiency, yes.

1502. And you can rely on it?—It requires a lot of supervision, but it is getting better. I should say that with the African labourers, artisans, leading hands and foremen, we can do more work per head of European supervision to-day than we could do 25 years ago. A lot of people complained about the quality of the workmanship; but the proof of the pudding is in the eating, and we do carry out more work per European engineer and inspector today than we did 25 years ago. In fact in many of the small jobs there are no European inspectors of works at all. I do not think that we have a single European inspector of works to-day on road maintenance. It is all being done by African staff under the supervision of the engineers.

1503. Is it a fact that whilst the wages may be good, what is lacking are consumer goods for the Africans to buy?—In quantity and quality.

1504. Both quantity and quality?—Yes.

1505. And without those consumer goods you think there is a possibility that they will not be so interested in doing the work?—I doubt if it has an effect in that direction so much as in the direction of getting your export products.

1506. But there is a shortage of consumer goods?—Definitely.

1507. Which is more noticeable now than it was before the war?—Yes. It is more noticeable now because people have got more money. There is a lot of money in the country. A lot of money has been spent in the country by the Army and by the Air Force.

1508. And it cannot find an outlet in buying what the people want?—No.

1509. Therefore they do not attach so much importance to wages?—Except that the wage-earning class in Nigeria is fairly small. It is mainly a country of peasant-proprietors. There are practically no agricultural labourers.

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1510. In order to get about and see the country and supervise the work, you really cannot, I suppose, rely on surface transport? You must rely on air transport. Is that so?—The road system is quite good, and so are the railways; but it depends on the speed at which you want to travel. I have travelled all round the country in cars, but it takes time. On the other hand, you see more. You do not see very much with air travel.

1511. You mentioned river transport. Can you tell the Sub-Committee something about that?—That is one of the directions in which we could do a great deal more.

1512. If you had more up-to-date craft, I suppose?—Yes, if there were more craft. It has been in the hands of a few firms for many years. The old Northern Nigerian Marine ran services up and down the river, but after the amalgamation with Southern Nigeria the river services were withdrawn. It is now left entirely to the United Africa Company and to John Holt, in effect. On Lagos Lagoon there is a Dutch line; they run barges there. Then I think I have mentioned in my notes that, considering the mileage of waterways that we have, the number of river steamers, tugs and barges is very small.

1513. And would that be a quicker way of developing transportation in Nigeria?—In some parts. It always seemed to me to be a first principle to get your goods into a bottom at the earliest possible point.

1514. Yes?—The rivers are seasonal, of course; the creeks are not.

1515. You mean that you cannot operate on them all the year round?—No: but you can on the creeks.

1516. Can you tell the Sub-Committee something about getting the material away? We are told that there is a large quantity of groundnuts which they are unable to get down to the coast because the quantity is greater than the capacity of the railway to carry it. Is that so?—Yes.

1517. And, therefore, it piles up?—I think the figure was about 90,000 tons.

1518. Which was awaiting transportation?—By rail from Kano.

1519. When will the next crop be coming in?—When I say 90,000 tons, I think that was last season's crop. The groundnut crop starts coming in about November in most places, and they go on moving it through the dry season.

1520. You cannot move it in the wet season?—No. Of course they can move it on the railway, but a lot of it comes in on donkeys, in lorries and so on, and it has to be stacked. That was the normal course of the groundnuts traffic. When we opened

the dry season roads, in about November, it would start coming in, and it would go on until about April; that was into the railway. I think the railway now deals with the problem of moving groundnuts all the year round.

1521. To the exclusion of other traffic?—I presume so.

1522. So that until you get the roads made and the railways improved, all these other schemes of agricultural development are rather held up?—You can divert the Bornu groundnuts down to the River Benue. The roads will bring more groundnuts into the railways, but that might make things even worse. You could not contemplate moving groundnuts from the north down the coast by road.

1523. When they are moved down and reach the port, are the port facilities sufficient and adequate for shipping them home?—Yes, the port part works all right. They do not stay there very long. It is a question of ships, of course.

1524. Is cocoa an important export?—Yes.

1525. Have you got any knowledge about the position in the cocoa industry?—In what way?

1526. Is it a fact that there is disease of the plants which is wiping out a good many of the plantations?—In the Gold Coast very badly.

1527. But not in Nigeria?—Not so badly in Nigeria. We have sent aircraft up to try and detect it, but to what extent the Nigerian cocoa trees are affected I could not say.

1528. Is there anything else you would like to tell the Sub-Committee on the general nature of your work which would be helpful to us, and have you any suggestions you would like to make?—It is a little difficult, because it is such an enormous subject. One could study it for years and years, and it is difficult to pick on the main points. The whole Development Plan ties together. You cannot really separate out parts of the Development Plan and deal with them merely as separate schemes. It is all tied in together. After all, it is no good improving the roads if you cannot get the motor-vehicles. That is a very important matter.

1529. There is a shortage of lorries, you mean?—Yes, there is a shortage of lorries. I made some sort of shot at the estimated number of lorries we wanted, in this note which I prepared for the Sub-Committee, which was made up from some fuller notes, and that looked, at any rate, to be a not too ambitious figure. The difficulty in Nigeria is always to

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think big enough. It is very hard. Time and time again we think that we are over-estimating, and in the long run it is proved to be an under-estimate of our requirements. The whole Development Plan—that is, the part which is in that Ten-Year Plan there and the part which goes into the Government Estimates and is raised from loans—is not really ambitious. It is really very modest. If you dissect it, it is only 5s. per head per annum, spread over ten years, and you do not expect to do an awful lot with 5s.

1530. What we all feel on this Sub-Committee is that they are very good schemes on paper, but the problem is to get the raw material and the skilled labour to carry them through; and there is not much prospect of these schemes being completed in ten years, is there?—I think so, if we can get the labour and plug at the recruiting. We have not gone as fast to start with as we thought we would. The easiest part of the schemes was to get the money; that was easy. Then it looked as though we were going to get the staff we wanted, and then that dried up. We got the materials at first, and now the materials have dried up. We did very well for materials to start with. In 1945 and 1946 we got materials we never expected. That is how we have been able to keep going during 1947. I think the amount of steel which the Public Works Department received in 1947 was quite fantastic; I think in six months we received 16 tons of steel. It is true that the firms received 1,600 tons, or something like that. The firms then offered to sell us theirs—at a price!

1531. When you were in charge there, you put your demands for steel through the Crown Agents, did you?—Yes.

1532. And the Crown Agents did their best to get what they were asked to get?—They did.

1533. Do you think there is anything, from your experience, which would improve the method by which they can get these materials?—I do not know the inner-workings over here; but it does seem curious that the Crown Agents can only get 16 tons of steel whereas the firms can get 1,600 tons of it. Quite how that happens, I do not know.

Mr. Norman Smith.

1534. We have had a Colonial Office note on the subject of the effect of the scarcity of supplies on the Development Programme. We are told, among other things, that owing to the deferment of the filling in of Crown Agents' indents, £50,000 worth of imported materials had to be purchased locally. Can you give

the Sub-Committee an idea of what that stuff was?—It was all sorts of things—mild-steel bars for reinforcement and so on. They had to buy something to keep the jobs going.

1535. Stuff which happened to be there?—Which the firms have imported:—lavatory basins, baths and things like that. One does not do that except as a last resort, because one pays about twice as much for them as you would if you obtained them through the Crown Agents.

1536. And, apart from the price, it would be a non-recurring source of supply?—Yes. They seem to be able to do that sort of thing. For example, when I was in Kano a fortnight ago they said "We have not any corrugated iron", and I said "There are certain firms who have got some of it", and they said "Oh yes, if you like to pay 18s. 6d. a sheet for it".

Mr. H. D. Hughes.

1537. As against what price if imported through the Crown Agents?—As against 6s. 6d. or 7s. od.

Chairman.

1538. Is it delivered at that price?—I think you would get it delivered at Kano for about 8s. 6d. or 9s. od. a sheet after paying the railway freight. I am only speaking off-hand, of course. I do know that 18s. 6d. was the price, and that takes a bit of swallowing.

Wing Commander Hulbert.

1539. Following up the Chairman's point: all raw material is obtained through the Crown Agents; is that generally right? In Nigeria you obtain all your steel through the Crown Agents?—For government purposes, yes.

1540. What about your steam-rollers and your locomotives?—They come through the Crown Agents.

1541. And I suppose the United Africa Company and Levers would get theirs direct from the manufacturers?—Yes.

1542. Is there any difference in delivery?—I think there is. To give you another instance, there are two small generating sets to help out at Kano which the Electrical Engineer ordered through the United Africa Company with about, I think, something like a promise of two or three months delivery; whereas the Crown Agents' period of delivery for generating sets is something like two years.

1543. And what directive is there as to whether you get it through the United Africa Company or not?—The directive is that you get it through the Crown Agents,

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but when you are really up against it then you ask the Government's permission for local purchase, in the case of the generating sets for Kano; that was native administration.

1544. The prices are more or less the same for locomotives and steam-rollers?—I should say so.

1545. In regard to the West African Airways Corporation, can you obtain aircraft direct from manufacturers?—We are not a Government Department. We deal direct.

1546. You deal direct with the Ministry of Supply?—Not through the Ministry of Supply, no. We have been able to get our aircraft by ordering them from de Havillands. We have only one type of aircraft.

Mr. Yates.

1547. As regards the supply of consumer goods is concerned, I rather gathered from you that in regard to the general labourer it is really satisfactory, and that actually the attraction of more consumer goods was not so important in your mind?—I said it was not so important from the point of view of the direct labour as it is from the point of view of getting your exports. It is important from the point of view of direct labour, but it is probably more important to the farmer as an incentive to the farmer to make more money.

1548. We have been told that this is rather an important point?—It is.

1549. Especially in regard to agricultural workers, where we have been told that if prices go up and they earn as much in three days as they used to earn in five days, they do not work for five days. Is there any evidence of this sort of absenteeism which would enable us to make a little better estimate?—No, because there are no agricultural labourers. It is not a country of agricultural labourers; it is a country of peasant-proprietors. That is the real importance of the lack of consumer goods, which is of the very gravest importance. As far as labour on government works is concerned, there is always a constant turnover. If one man earns enough money and he thinks he can have a month off, he goes and you get someone else to replace him. There is quite a good supply of labour, but there is this constant turnover. You find that especially with the casual labourers employed on the roads. Very few labourers work for a year continuously.

1550. So on the whole you think that more could be got out of the labour which is available—very much more than you have at the present time? Or do you think it should be done by getting more consumer goods?—I think by getting more consumer goods; that is the only way in which you will get more of your primary products, groundnuts, cocoa, ginger, palm-oil and

palm kernels. That is where the importance of the consumer goods comes in. It is also important from the point of view of the ordinary government labourer, but not to anything like the same extent, because the numbers involved are nothing like so great. I think the most that the Public Works Department employ is about 40,000 to 50,000 people. That is nothing out of a population of 22,000,000 people. I think the railways employ about another 40,000 to 50,000, or something like that, when you put all the casual labour in. So that the number is not very large when compared with the millions who are employed in ordinary agricultural work.

1551. In your written note to the Subcommittee you say, in the last paragraph but one: "As regards urgency and essentiality of the various projects, it may safely be assumed that in a country of the size and population of Nigeria, where so much is needed, any project which runs the gamut of investigation and consideration so far as to get into the Estimates is undoubtedly urgent and essential", but it does not look as if these schemes can all be carried out. What is the most urgent? What comes first?—It is extremely difficult to say, because they are all tied up together.

Chairman.

1552. You mean they are all interlocked one with the other?—Yes.

Mr. Yates.

1553. So that you can only really proceed with a bit of each at a time, rather than attempting to complete one scheme?—Yes. You have probably noticed with schemes that there is a build-up. You start from scratch and do a bit more each year until after five years you reach your maximum output, and then you go along the level for five years; what happens after that we do not know. The fact is that the slope is rather flatter than we hoped it was going to be. That is what really happens.

Sir Peter Macdonald.

1554. As regards consumer goods you have got a good many of your consumer goods from South Africa in the past?—During the war only. There was very little connection between us and South Africa before the war. It was very rarely that one got a ship up from South Africa. I think the amount of trade we had with them must have been very small.

1555. But during the war it was considerable?—During the war we bought a lot of things from South Africa—cement, tar and all sorts of things.

1556. South Africa are complaining to-day that they are not allowed to send goods to West Africa because of the non-discrimination clause in the Loan Agreement. Have you noticed any diminution

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in consumer goods on that account, or have not you gone into that?—It is very difficult to answer that question when one has not got the trade returns before one. A certain amount of stuff is imported still from South Africa, but I cannot imagine that it would be great, because there is only one ship regularly in the trade, and she is only a small ship.

Chairman.

1557. Only one ship?—There is one ship only; she is the "Calabar", and she is only a little ship.

Sir Peter Macdonald.

1558. How about the harbour development? Are there any big schemes for improving Lagos harbour?—Yes, the consulting engineers are now getting on with the scheme for extending the Apapa Wharf. It is 2,500 feet, I think.

1559. That is rather an urgent scheme?—Yes, if the trade is going to develop as we hope it will. We hope that exports and imports will increase.

1560. At the present time are you able to handle all your stuff pretty well with the present facilities?—At the moment. It will not stand any increase. The Apapa Wharf must be working very nearly to capacity. I forget how many tons per linear foot of wharf it is, but it will not take very much more. Of course the whole trade of Lagos is not passed over the Apapa Wharf. There is considerable lighterage business which is dealt with over other wharves.

1561. But you would not have to lighter-load if you had better docking facilities?—We have still made allowance for lighterage, but the Apapa Wharf is calculated to take the estimated increase.

1562. How about your aerodromes? Have you to expand them?—The programme of extension of aerodromes is very small. We have 30 aerodromes altogether, and we are working on three of them at the moment, just extending the runways up to 1,500 yards. Then there are three more to be done next year. The type of aircraft we have in mind that they will take is anything up to 40,000 tons. That is up to about the weight of a Bristol "Wayfarer" or a "Viking."

Chairman.

1563. "Yorks"?—No, we would not use "Yorks" for internal services. Kano, Apapa and Ikeja will take anything up to a Super-Fortress.

Sir Peter Macdonald.

1564. "Constellations" come into Kano?—Yes, and they can use Ikeja.

Mr. William Wells.

1565. I am sorry to mention consumer goods again, but I think it is implicit from

your evidence that the real importance of their shortage is not in retarding the Development Plan itself but in making it more difficult for us to use the fruits of the Development Plan when completed?—Yes.

1566. But it does not affect the paid labourer so much. It will not retard the development Plan to the extent which it might otherwise do?—No. It is not so important from that point of view, but it is from the point of view of the farmer, because the farmer comprises the vast majority of the population.

1567. Yes. Do you think that there is any alternative to consumer goods in the ordinary sense as an incentive for the African, be he labourer or peasant-proprietor?—No, I do not think so really.

1568. You would not consider, for instance, that improved housing conditions where imported materials were not needed would be possible?—That is the one way to improve his house, to import better material. One of the things they like is a concrete floor, when cement is in free supply on the market. Cement was dealt with as an article of trade in the past. And if you live under a thatched roof which leaks and is liable to catch on fire, your one ambition is to get a corrugated iron roof.

1569. You cannot develop along the lines of a better use of local materials?—We find that you still cannot get away from the importation of materials. The local production of cement is very long-term.

1570. This may sound rather a naive question, but do you consider that by means of improved social services, education and the provision of better medical services it is possible to produce incentives?—I am afraid I cannot answer that. It is a little difficult to say. They expect these social services very largely for nothing, as you know.

1571. One of the consumer goods which are so short, apparently, are textiles. That is so, in your experience, is it?—That is the main one.

1572. Is it the quantity of the consumer goods that is wrong or the price?—I think both—and the quality.

1573. Then you admit that price is one of the factors?—Yes, I think quite definitely they do not like the price. There is price resistance to some extent and possibly some of the firms are a bit overstocked at the moment. They are getting a bit anxious.

1574. That is what I have been told from other sources.—Of course they are now bringing their prices down.

1575. Do you think there is anything which could be done in the way of bringing wages and prices of products up, if

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necessary?—It does not follow that if you put the price of products up you necessarily will get any more products. You might get less.

1576. It has been suggested to me that one of the reasons why the shortage of consumer goods is so much emphasized as a dis-incentive is that people say that the real dis-incentive is that the African has not enough money to buy the goods if they were there, and that what really ought to be done in many instances is to raise wages or prices up. Would you agree with that or not?—They are a little bit tied up together. If you increase wages and prices, of course, they would be able to buy more. On the other hand, if you reduce prices they could buy more with what they have got. It is like the chicken and the egg.

1577. That is a problem which is not confined to Africa, unfortunately. You do agree that in certain ranges of desirable articles the shops are at present over-stocked?—In some cases, I am given to understand so, yes. The reason for that is probably high prices.

Mr. Yates.

1578. What about bicycles?—There is an unlimited market for them.

1579. You could sell a lot more?—I think the market for bicycles is almost unlimited.

Chairman.

1580. To follow up what Mr. Wells put to you, we were told by one witness that the merchants, the Syrians, buy these things and sell them in the black market at very high prices. Is that so?—You can hardly call it on the black market. These Syrians (or "Lebanese" as they prefer to be called) buy the stuff from the firms and then retail it, acting as middle-men.

1581. But do they try and make very large profits?—Oh they do. Undoubtedly they make very large profits.

1582. Because they buy from the firms and then peddle them out at high prices to the Africans?—Yes.

1583. And there is no way of controlling it?—No, I cannot think of any way of controlling that sort of trading.

1584. Anybody can go and trade with the Africans without a licence?—Yes.

Mr. H. D. Hughes.

1585. You said that a start had been made on practically all of these schemes. In view of the shortage of capital goods and skilled manpower, would greater progress have been made, do you think, if you had a sharper system of priorities? If you concentrated your capital goods and your technical staffs on to particular parts of the Development Plan, would greater progress be made?—We could not have done so much. It is only by spreading it

out and getting something done here and something done there where the permanent staff, very largely for maintenance, are able to undertake it, that we have been able to achieve progress. Take the hospital at Onitsha: we make the provincial engineer supervise the construction and give him an additional inspector of works. The Minna water scheme has not gone on very rapidly, but there the provincial engineer visits perhaps twice a week, and it is by spinning the work out over every province that you get the things done. If we tried to concentrate we would get nothing done at all.

1586. You say that you have got a staff of some 40,000 to 50,000 in the Public Works Department?—I understand that is the total number of labour employed altogether; that is including people employed by contractors.

1587. I see. Would there be any difficulty in considerably expanding that labour force if you had the skilled staffs and the materials to cope with?—No, I do not think we should have any difficulty. We employed more than that during the war.

1588. Now is the Public Works Department responsible for its own schemes of apprenticeship and technical training of its manpower?—Today, no; the Education Department are dealing with that. For technical education there is an Assistant Director of Technical Education, and they are starting these trade schools; so our schemes are gradually fading out.

1589. How big were the apprenticeship schemes you had?—Only just sufficient to fill our own vacancies; they were very small. Of course when you talk about the Public Works Department it includes the native administrations' works departments, because in some provinces there is no Government public works department at all. The works are done by native administration works departments. It is true that engineers are necessary to look after them, and they have all got their own little apprenticeship schemes; but to a great extent they are now relying on these trade schools to get what they want.

1590. Are you satisfied that enough is being done in apprenticeship and technical training to speed the Development Plan on its way?—I think so, yes. I think the scheme of technical education will provide the requirements.

1591. What degree of "Africanisation" is there in the Public Works Department in the supervisory grades, clerks of works and so on?—Well, you have got to build up from the bottom, and we are building up from the bottom. Now we have got the African technical staff and we are gradually building up, and we can do a lot more work now per head of European staff than we could 25 years ago—very considerably more.

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Sir HUBERT WALKER.

[Continued.]

1592. What proportion of your clerks of works are now Africans?—It is a little difficult to say, because they are not of the same grade. The European is in the inspector of works grade and the African is in the foreman grade. The African foreman does not perform quite the same duties as the European inspector of works, and the foreman grade is a grade in which we are having quite a lot of difficulty in building it up.

1593. Can you give me the scale of remuneration of those two grades?—No, I cannot.

1594. Have you had some of these Development Officers under you in the Public Works Department?—Yes.

1595. How satisfactory have they proved? They have proved extremely useful.

1596. They would not be trained men for technical jobs in most cases?—No, but they have the ordinary routine running to deal with—the pay and things of that sort.

1597. They have not been responsible for progress-chasing or development promotion?—They have been responsible for pay, and for seeing that the tasks are properly performed and helping in the office, to give the provincial engineers a better chance of getting round the works, by dealing with a lot of the routine office work. They have proved extremely useful. We have had them on road construction to assist the engineers and so on.

1598. And it has been a successful experiment?—As far as we are concerned.

1599. Regarding these shortages of things like baths, sanitary fittings, and pipes, are there any possibilities of building up secondary industries in Nigeria which could make up those deficiencies within a reasonable period of time?—No, you would have to import the raw materials.

1600. You would?—Yes, and the demand for that sort of thing does not justify putting up a big plant. You would require to do it at an economic price.

Mr. Edward Davies.

1601. Sir Hubert in his memorandum has drawn our attention, in his list of difficulties, to this recruitment of civil engineers, and he has told us something about that this afternoon. He has said that the climate and other conditions were not attractive. Ought not some special consideration to be given in terms of salary to make it worth while for properly qualified people to go there?—We have all thought about that at very great length, but the general opinion now seems to be that we should not do very much better if we offered more, even if we went out of step with the rest of the service in that way. There is a general shortage of engineers anyway.

1602. And you do not think that a sufficiently attractive salary would meet the situation at all?—I think the salaries offered are sufficiently attractive for the type of man we want. I do not think that we would really improve matters by offering more, and it would create very considerable difficulties with other branches of the service as well.

1603. How far is this work put out to contract in some of the bigger schemes? You get contractors from this country undertaking big schemes.—There are very few big schemes. What we hope we may be able to do with the major bridges and the waterworks schemes is this; we shall put two or three together, to make it attractive to some firms, such as Taylor Woodrows, who are now in Nigeria. Costains are contemplating starting up there. We have asked Taylor Woodrows to tender for some of the building work, but their prices have been much higher than the other people's prices, particularly the African contractor's. Regarding waterworks schemes, we should definitely have to put two or three together before any reputable engineering firm would undertake them, and of course the difficulty is that you have got to go into so much detail with your specifications, your bills of quantities and so on, and it causes much more work than if we did the job departmentally.

1604. Can you tell the Sub-Committee about the electrical and hydro-electrical development in Nigeria? Today you have made it clear that all those schemes are interlocked and you would not accept the idea that there was any priority which could be made?—It would be extremely difficult.

1605. But you would agree that it is a sound investment for any kind of industrial or social development to give first-class priority to the type of work for which you are responsible, that is to say communications? Communications are so obviously important for any kind of development, either long-term or short-term development?—That is the key to so much of it.

1606. That is the key to it, yes. In that connection, what are the prospects of using hydro-electric power in Nigeria, and how far have they got with that?—We have not got very far with that. There is one up on the plateau, which is a privately-run concern; that is run by the Nigeria Electric Supply Corporation and that is hydro-electric. Of course they have got a demand there. We are contemplating quite a small thing in the Cameroons where there is some demand, but nearly all our electricity schemes are for domestic supplies, and in order to make them feasible we link them up with the waterworks. We have the waterworks pumping in the day-time and supplying light at night. That is the sort of scheme we have.

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Sir HUBERT WALKER.

[Continued.]

1607. Could not the natural water power of the River Niger be used?—Yes, but none of it is anywhere near any of the places where the demand is. There are some grand sites for hydro-electric schemes, but there would be nobody to use the power near where it would be produced. There are no hydro-electric sites near Lagos, for instance.

1608. Is there any proposal to use electrical propulsion on the railways at some future time, or are they sticking to steam?—I think they are sticking to steam. They might go on to Diesel or oil-fired locomotives, but I do not think the density of traffic would justify changing to electrification.

1609. In terms of employment, is there security of tenure given to many of your staff in the 40,000 or 50,000 you have mentioned?—Yes.

1610. What are your terms of employment?—Casual, of course, but we have quite a large permanent staff who are almost on the same terms as any ordinary civil servant, with pensions and whatnot; and even the daily-paid labourer is eligible for a gratuity or a pension when he gets too old for work, if he has been continuously employed for a long period.

1611. And are there any welfare schemes attached to your employment?—In the way of . . . ?

1612. Well, canteens and things of that sort?—We tried having a canteen at the sawmill, but it is not very popular; they mostly like to make their own arrangements.

1613. I have one final question, relating to internal air transport. You do set out your programme here in your memorandum. What demand is there in this development? What is the potential traffic?—The traffic is building up very satisfactorily.

1614. Yes?—We have only been operating this service since September. I have not seen the February Report yet (it is a little late) but in January's Report we got up to a load factor of 58 per cent.

1615. Is it the commercial undertakers or extra-nationals?—All sorts—some Africans. I think in most services they carry some Africans. Then commercial firms and the Syrians are great users. Of course the basis is the carriage of mail. That is the thing which is the greatest need for the people of Nigeria. I think we are one of the few places where we carry the mail without surcharge. We have a penny air mail.

Chairman.

1616. We are very grateful to you for the help you have given the Sub-Committee. In your present capacity in West Africa you are Chairman of the West African Airways Corporation?—Yes.

1617. And as such you co-operate and work in with the trunk line of B.O.A.C.?—Yes, we are associated with B.O.A.C.

1618. And as I understand it at the moment B.O.A.C. are responsible for the operation of West African airways?—No, we are a separate corporation. We are associated with B.O.A.C. They act as our agents here and we act as their agents there.

1619. Who supplies the technical staff?—At the moment our staff are seconded from B.O.A.C. under agreement.

1620. At the moment your staff is really B.O.A.C. staff seconded to West African Airways?—Yes.

1621. How do you propose to maintain your service when they withdraw your staff?—We shall gradually build up our own, and some B.O.A.C. people will probably always be seconded, possibly crews. The traffic staff—accountants and so on—we propose to make a start with recruiting under agreement.

1622. But they will be all Europeans; or are you contemplating building up African ground-staff too?—We shall build up African staff to the fullest extent possible. We already have some African officers; they are not B.O.A.C. people; they are our own. For instance, at Benin, which by force of circumstances is a convenient refuelling station, we never thought we should pick up any passengers there, but on the service that runs there they fill every seat, and that is run by an African.

1623. You anticipate that at some distant date you will be instructing Africans for ground-staff duties?—We are now.

1624. What is your equipment? You have some "Doves" and you have a few "Dakotas," have you?—The "Dakotas" are disappearing at the end of this month. They are being run on B.O.A.C.'s account.

1625. And how many "Doves" have you?—We have seven; two are being delivered next month and we have two on order for the end of the year. That will give us altogether 11 "Doves." Quite where we will go from there I do not know.

1626. One reason why the West African Airways are likely to be very remunerative is owing to the bad conditions of the road transport and surface transport generally?—No, no. I do not think it is quite fair to say "bad conditions." It is owing to the great distances and the long time involved in surface transport. After all, Lord Milverton travelled from Lagos to Port Harcourt in one day by road, but I would not like to do that myself.

Wing Commander *Hulbert.*

1627. How far is that?—I do not know exactly—500 to 600 miles, or all of that.

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Sir HUBERT WALKER

[Continued.]

Chairman.

1628. Apart from the West African Airways' fleet, the military authorities and the other authorities there have no aircraft, have they?—No.

1629. And the result is that at the present moment they have requisitioned all your fleet?—That is news which you have just given me. Nobody actually made out any requisition forms, but we did have to turn the whole of the fleet over to the Army a fortnight ago, and they just released them saying that they would ask for them again if necessary. I cannot imagine quite what for. Of course they are quite an unsuitable type of aircraft for their purposes.

1630. Quite. But at the moment your aircraft are the only aircraft available for military purposes?—Yes, unless they want to take any of the main line "Haltons."

1631. That would interrupt the trunk route?—Yes.

1632. I mean, if Transport Command of the Royal Air Force sent out machines, you

would get your own machines back?—Yes. It is a matter of very great anxiety to us that our service should be subject to interruption of this sort. On the previous occasion we had to drag in aircraft from all over the place. One machine was on the runway at Kano waiting to depart with passengers and mail and the passengers and mail had to be put off and the machine turned round and sent off.

1633. Thank you very much, Sir Hubert. The Sub-Committee are very grateful to you for the help you have given us. Speaking quite generally, you would say that for ordinary purposes, commercial or official, you cannot really get round the country unless you use aircraft, without a great deal of waste of time?—Without a great deal of waste of time.

1634. So anything that this Sub-Committee can do to encourage air transport out there would have your support?—Oh yes.

*The witness withdrew.**Adjourned till Wednesday next.*

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WEDNESDAY, 24TH MARCH, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.
Sir Peter Macdonald.

Mr. Parkin.
Mr. Norman Smith.
Mr. William Wells.
Mr. Willis.

Mr. G. M. RODDAN, Deputy Agricultural Adviser to the Secretary of State for the Colonies, called in and examined.

Mr. G. BRYANT, Liaison Officer, Colonial Service, in attendance.

Chairman.

1635. Mr. Roddan, you are the Deputy Agricultural Adviser to the Secretary of State for the Colonies, are you?—That is right.

1636-37. And you are here today to help the Sub-Committee in particular with regard to the West African group of colonies. We want your assistance, in particular, to elucidate some of the points in regard to the Mission which went out to West Africa recently, and which dealt with vegetable oils and oil seeds. I think the report is Colonial No. 211, Report on the Production and Transport of Vegetable Oils and Oil Seeds, dated 1947. That report is a very interesting one. Can you tell us whether that report is now rather out

of date, in view of the fact that Mr. Clay, who has been out there recently, has produced a more recent report?—That is correct.

1638. Is it out of date, in so far as the recommendations contained therein are concerned? I can hardly believe that all the recommendations in that report have been carried out?—They have not all been carried out.

1639. Then to that extent it is not out of date?—No.

1640. That is the important part of it, really, is it not?—Yes. Perhaps I could best explain what I mean by making a general statement on the Development Plan of Nigeria, which I was informed was what I had to talk about today to this Sub-Committee.

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MR. G. M. RODDAN.

[Continued.]

1641. Quite.—The Agricultural Plan in Nigeria, prepared in 1946, was subject to some criticism from the agricultural side, in that it was pedestrian, that there was nothing very spectacular in it; but I think the passage of time has shown that their criticism was not very serious, that the lines taken by Nigeria have probably been the right ones, in that events, missions, world events, shortages and so on, since that report was published, have rather changed the policy, and new products have arisen since it was originally thought of. Nigeria, instead of putting up specific schemes of agricultural development, getting them in detail, and asking for a definite amount of money against each scheme, based their whole development plan really on staff requirements. The whole thing depended on the availability of trained European staff. They listed each problem by headings, and only carried out the ones which they thought desirable. They were all an extension of existing activities. They asked for a lump sum for a development plan to be earmarked for agricultural development. They based that on staff, and the amount was determined by what experience had shown a given amount of staff could economically use, the idea being that year by year they would put up detailed schemes based again on staff as they came forward. It was foreseen that the recruitment of technical people would be very difficult. As I have said, events have shown that they were not too wrong in that outlook, in that the staff position today in Nigeria, as regards technical people, is a little bit worse than it was in 1946. The recruitment of new people has not really made up the wastages. That expansion of agricultural development is entirely dependent on the provision of this trained technical staff; that is the bottleneck. You, Sir, said that there were various recommendations in the Keen Report. There are; and again they are dependent on the provision of trained staff to carry them out. The Keen Report dealt with oil seeds mainly. Since they reported, we have had this mission under Mr. Clay, who is the Agricultural Adviser to the Secretary of State for the Colonies, and they have put up an ambitious and costly scheme for the production of groundnuts. Now, that scheme, if it is accepted, will absorb a great part of the (shall we say) surplus technical power of the Department of Agriculture, so that it will come down in the end to a case of priorities, as it always does. If the Clay Mission Report is accepted and we go all out for groundnuts, then some of these other recommendations mentioned in the Keen Report may not be completely implemented. That will depend on whether staff is available to do so. I cannot tell you about the Clay Report but, since it is the major development we have in mind for Nigeria, I have here a summary of the Report, and I think I will stick fairly closely to this summary,

and although it deals with the whole of West Africa, I will try and pick out the Nigerian parts.

1642. May I make this suggestion, that the Sub-Committee should be armed with a summary of this Report, for its information, which will include the recommendations, for this reason, that I understand from what you have told us today that the Secretary of State thought it best to appoint another commission to implement what the Keen Report recommended. Is that right?—I should say yes.

1643. We have been presented with this Keen Report, which is a very good one, and the date of it I think is 1947; anyway, it was made available last year. When was it that it was settled to send out another mission to deal with the same subject? Was that this year?—The Clay Mission went out about the middle of 1947.

1644. In the middle of 1947?—Roughly, yes.

1645. I thought it went out in September?—It may be, yes.

1646. Then this is rather important from our point of view: from the evidence which this Sub-Committee has had, we realise that some of the expectations in regard to the East African groundnuts scheme were slightly optimistic, to put it mildly, and it was quite obvious that somebody would say "What about West Africa, in speeding up groundnut production there?" and I have a sort of idea that the reason why that mission went out there was to study West Africa and to see how much could be made up of what had been anticipated as coming from East Africa, by boosting the West African groundnut scheme. Is not that so?—Not to my knowledge.

1647. That is my assumption. Then you would not say, would you, that the difficulties mentioned in the Keen Report in regard to such matters as transportation, the requirements of the Nigerian Railway, the position of the river craft on the Niger, the need to have feeder roads to railheads, and all the other matters which this Report deals with, exist today as they did when the Keen Mission was out there?—I quite agree, but these are rather outside my province. I was speaking about the agricultural recommendations only. These are linked up with it, of course.

1648. But the whole of this Report and the whole of their recommendations point to two things: one, a shortage of technical staff and, secondly, insufficient transportation to handle the produce. What I am putting to you is that there is nothing within your knowledge which has changed the situation in those two regards which has been thrown up by this other report?—No, except this, that if the recommendations of this Clay Mission are accepted, apart from the highly qualified technical

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Mr. G. M. RODDAN.

[Continued.]

men that we recruit for the Department of Agriculture, the recommendation is that a corporation will be set up who may themselves employ men direct or employ agents who will provide that staff. That may give Nigeria additional technical assistance which would not be available if we did not bring in that outside agency, as it were.

1649. I thought, from what you said just now, that you were wishing the Sub-Committee to understand that, if the heat were turned on to the production of groundnuts, and you got a limited number of technical European supervisors out there, it would be to the detriment of the palm oil and the palm kernel and the benniseed and cotton seed production and the other industries in Nigeria, because you have not got enough supervisory people to go round?—That is correct, but you have got to draw a distinction between the qualified technical staff normally employed by a government and the rather different type of technically trained staff required for large scale farming, shall we say, as would be employed by the development corporation.

1650. But if you look at the paragraphs which are in the Keen Report, round about pages 14 and 15 and so on, you will see very elaborate recommendations given as to how the peasant proprietors shall be assisted, as it is a system of peasant proprietors very largely, in improving the production from their little holdings by having these presses and so on. It says in this Report that it is very vital that that should be done, and there is no alteration in that, I take it, is there?—I did not say there was. That is being implemented to a considerable extent. I can tell you what has been done on the oil palm side.

1651. I hope you will, but I thought from your evidence that you said just now that if the recommendations of this second mission were implemented it would mean drawing off skilled European supervisory people to deal with the groundnuts scheme, and as you were trying to get special recruits it would inevitably mean taking them away from the other schemes?—I was probably a little bit rash in what I said at the beginning.

1652. I am sure that what you were telling us came straight from your heart, but it is quite obvious that if you have 100 people and they are being adequately and fully employed in helping the native peasant proprietors in producing what they want, and if you suddenly embark on a scheme which is not on a peasant proprietorship basis but on a large scale basis which wants great supervision, you will require from that 100 people a larger proportion to deal with the groundnuts than are at present so occupied?—Yes, but I still think that you could do so with advantage. Let me tell you what the Clay Mission have in mind, because it is quite a different policy

of procedure and development from that of the East African groundnuts scheme. It is not at all similar in any way. It envisages entirely an improvement of the peasant's lot, and he is the producer in this scheme.

1653. We wanted to get that clear, and we wanted to show that we still attach importance to the Keen Report. We are justified in that, are we not?—Yes.

1654. Now will you please proceed.—About the groundnuts scheme?

1655. Yes.—Would you like me to bring in the references to the other parts of West Africa, or would you rather wish me to deal with Nigeria alone?

1656. I think perhaps you had better deal with just Nigeria.—In this summary of the Report which I have, there is a short introductory paragraph which covers West Africa, which I am sure would be of interest to the Sub-committee. The Commission consider that there are five areas in West Africa in which the large-scale production of groundnuts and other crops by semi-mechanised means would be practicable. The total acreage of these areas is rather over 5 million acres, but it is anticipated that only about half, say 2,750,000 acres, would be cultivable. Detailed surveys of topography, soil conditions, vegetative cover and water resources are now being undertaken by the West African Governments to supplement and confirm the information on which the Report is based. We have had quite a few of these supplementary reports in already, and they are, on the whole, favourable to the original recommendations contained in the Report. The areas in Nigeria are two in number: one in Bornu, near Damaturu, and the other in Kontagora.

1657. Which Province is that in?—There is a map at the back of the Development Plan. Damaturu is *here*, in the north east corner (*indicating on the map*); and Kontagora is *here*. Each of the two areas in Nigeria consists of about 2,000 square miles, or, say, 1½ million acres. The areas are all very thinly populated. The proposal is that the areas in Nigeria should be developed, either direct or by agent under their control, by local Development Corporations, to be set up by local legislation in which there would be opportunities for local capital to participate and for local people to take a part. The suggestion is that either the Colonial Development Corporation or the Overseas Food Corporation should take shares in the local corporation and be invited to nominate representatives on the Board and to make arrangements for sharing staff and equipment with them. The local legislation would also provide for the lease of the land to the local Corporation. Conditions generally in West Africa are such that there is little or no possibility of

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[Continued.]

selecting large blocks of land of such uniform topography and soil as to be ideally suitable for complete mechanisation. Accordingly, the work of the machine will have to be supplemented to an appreciable extent by hand labour. Machines would be used for clearing the land initially. I have never been in Nigeria, but I understand that the areas in question are savannah-type country, something similar to certain other groundnut areas selected in East Africa; and the experience gained in clearing these areas in East Africa will be most valuable when we come to tackle similar areas in West Africa. Tractors would be used subsequently for ploughing, planting, cultivating, and lifting of the groundnut crop. Each tractor would have to work in conjunction with a gang of about 15 hand labourers. The pattern of social and agricultural development in each case would be as follows. The cultivable land would be divided into 600-acre blocks, each of which would form a tractor unit. Of these 600-acre blocks, 200 acres would be at any one time under groundnuts, 200 acres under cereals and food crops, and 200 acres under grass, 6-acres rotation. Each unit would require the employment of 20 workers. To begin with, these would be ordinary paid workers, but the proposal is that the families of the labour force should in due course be settled on the land with the object of building up permanent peasant communities who would continue the operations on a group basis, each family retaining its individual holding of 30 acres within the group. In certain areas, I believe, it may be possible to use (as I said before, the whole of these areas are very thinly populated) existing village communities without any undue disturbance, but in other areas it will be necessary to import paid labour in the first instance, and they will eventually bring in their families. The idea is to establish round the tractor, as a unit, 20 families.

Mr. Norman Smith.

1658. Is that roughly 20 families to a square mile?—20 families to 600 acres, yes, about a square mile. That is a tractor unit. Beyond that there is the group which will be 20 of the tractor units, which, in the opinion of the Mission, would require a European to supervise it, that is, there will be 20 tractors in a group and each tractor has its 20 families round it. There are two areas, Kontagora and Damaturu, and in the Kontagora area of Nigeria, where there is an extended rainy season with two distinct peaks, it is not recommended that there should be any immediate rapid development. With this two-peak rainfall, the days available for harvesting may be reduced below the minimum of 20 days which is considered safe for harvesting. Consequently, the Mission consider that development in this area should be limited to large-scale experiments, involving the establishment of 20

Tractor Units (12,000 acres of cultivation, which is 20 square miles roughly) which they term "a group". The cultivation of this Group would be continued for three full crop years before any further development was undertaken. That is, instead of going baldheaded for the thing, they will set up one of the bigger units, that is a 20-family unit, and carry that on for three years and see how it goes, before they recommend any big major attack on the whole area. In the second area in Nigeria, at Damaturu, which is already an established groundnuts area, and where the climatic difficulties do not arise, but where on the other hand the produce would have to be evacuated by means of the railway from Kano, they propose to go right ahead. I will later give you the scale on which they propose to go ahead. I should, perhaps, have mentioned that in the first area, the Kontagora area, the Mission recognised that there are transport difficulties which will take time to solve. The same, of course, applies in the Damaturu area. The produce would have to be evacuated from that area by means of the railway at Kano, which is unable at present to carry the groundnuts already offering. The Mission estimate that if all indents are supplied according to schedule, the railway should be able to carry more than the quantities now offering by the end of 1949, and on this assumption they have recommended steady progressive development within the three-year halt. They have examined the indent position for rolling stock for the railways out there, and if everything goes according to plan, it is estimated that they will be able to carry more than the existing quantities by 1949, and, of course, the additional quantities would mean additional indents. I have said already that in the Kontagora area no further areas would be developed until after the three full crop years, in order that the difficulties due to climatic conditions which may arise at harvest time may be fully tested. It may be that experience in this initial period will show that it would be well to replace a part of the groundnuts crop by an alternative oil seed crop, such as soya beans, cotton or sunflower. In the Damaturu area of Nigeria five new groups should be established in the second year, involving the clearing of 40,000 acres. In the third year an additional ten groups would be cleared and thereafter steady development should proceed until 1955, by which time some 672,000 acres would have been cleared, allowing of an annual production of not less than 56,000 tons of groundnuts and a large tonnage of cereals. I think these other figures which I have here are rather irrelevant, except that the estimated production from the total area suggested by the Mission, if everything goes according to plan, should be 225,000 tons by 1958 and from then on. That gives you an idea of the magnitude of the scheme

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[Continued.]

In addition to the groundnuts, there would be a very considerable amount of cereals production each year. When each area was fully developed, production would be some 85,000 tons of millet, or 340,000 tons in all each year. It is also hoped to build up a livestock industry to make use of the grass ley. Then follows some information on the estimated cost of production for these commodities. I do not know whether the Sub-Committee would like to have that information?

Chairman.

1659. What sort of figure is it?—Well, there are two figures, it is between £16 7s. and £21 12s.

Mr. Edward Davies.

1660. What is that—per acre or per ton?—Per ton. Allowing 6 per cent. for amortisation, and so on, you get a final f.o.b. cost of somewhere between £19 10s. and £25 a ton. Then follows the machinery indent, which is quite elaborate. In its final form, with all the areas developed, the labour required would build up to 550 Europeans and some 54,000 Africans. The Mission anticipates some difficulty in obtaining the labour on the Kontagora area, but they take the view that, in the remaining areas, sufficient should be available without adversely affecting other activities. Then in addition to the large-scale development of new areas outlined above, the Mission recommend efforts to increase production of groundnuts and, incidentally, other crops, from existing areas. They consider that the mixed farming policy, embracing the ox as the power unit for agricultural operations, has been left behind by the march of time, and that for a variety of reasons the policy must now be to develop mechanised production with the tractor as the power unit, together with an increasing use of artificial fertilisers. The technique of "placement planting" of fertilisers has, they consider, brought their use within the range of the African farmer. They recommend the establishment of demonstration tractor units and also of fertiliser demonstration plots. I have mentioned there "placement planting" of fertilisers. I might enlarge upon that a little bit. Very briefly, "placement planting" means putting it near the seed instead of giving a general scattering of fertiliser over the soil. The idea is to produce fertilisers in tablet form, one tablet being a sort of recognised dose established by experiment for one plant. Since the mission came back, we have had contacts with I.C.I. and with Fison's and so on, and they have produced experimental lots of various types of phosphatic manures, and shipments have already been made of some of them to Nigeria: one large shipment of two tons, and the other shipments are smaller ones of 20 to 40 lbs. of the lesser-known fertilisers. Preliminary experiments

were carried out in Nigeria which showed that with a very small dressing of phosphatic fertiliser, a very big increase in yield of ground nuts was obtained. They worked out what should be the ideal dose for one plant, and Fisons have incorporated in a tablet about the size of an aspirin pill, or slightly larger, what they reckon to be the dose for one plant. Formerly minerals have been more or less out of the range of the ordinary native, because of the cost of them and the job of carrying them. But it is estimated that you can now, with a dressing of about 25 lbs. per acre, adequately fertilise a ground nut crop with phosphatic fertilisers, as opposed to what we might normally call a normal dressing of superphosphate of, say, five hundred-weights. The native, as you probably know, plants his ground nuts either by digging a hole with his big toe, or with a stick and then he drops the ground nut from about *this (indicating)* level into the hole. The idea was, originally, that he should, at the same time, drop an "aspirin" pill in the same hole and cover it up and go on to the next hole. It is not just as easy as that. Experiments have shown that if fertilisers of all kinds, and certainly the phosphatic fertilisers, are placed close to the seeds, they may have some quite harmful effect on it.

Chairman.

1661. That is putting it rather mildly, is it not?—Well, we have got quite conflicting reports regarding that. I.C.I. have had quite damning reports. We have also had reports from Nigeria which show that if it is placed one or two inches away, no harm at all results.

1662. And no good, either, I suppose!—Oh, yes.

1663. Do you mean the native has got to make two holes with his toe; that is what it comes to?—Yes, or a bigger hole. The big advantage of that is that it does bring fertilisers within the range of the ordinary native, if we can develop a technique which he can use, and it has always been reckoned that they were completely outside his reach until now. It may sound a little bit fantastic, but I do think that it is well worth trying out, and we are trying it out. The alternatives to that are to provide them with a scoop which also contains the same amount and to do it in that way, but it was thought out there by people who know the psychology of the natives, that that would not appeal to them, but that the pill might. That has been tried out.

Mr. Norman Smith.

1664. Did you say 25 lbs. per acre?—Yes.

Chairman.

1665. When is this experiment going to be reported on?—As I say, some of these

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[Continued.]

pills have already gone out and others are going out there for this coming crop season.

1666. When is the planting season?—It begins at the end of May; it is May and June. The report on these experiments will be available towards the end of the year. In addition to this pill idea they are, of course, not neglecting the more common practice of broadcasting the fertiliser in experimental lots. The practice which they are following right throughout the groundnuts area is this. They get a farmer's permission to use his farm and they take a certain area; they plant a certain area, the Government supplies the fertiliser to that area, and they let him see the effect of it. We hope it will be quite spectacular, and it may be so spectacular that even the heavy dressing of 5 cwts. an acre might come within his reach. We do not know yet. I do not know if the Sub-Committee are rather sceptical about this idea or not; it does sound a weird one; but it has possibilities, and I certainly think it is well worth trying out.

1667. Are those the chief points in the latest reports?—These are the chief points in the summary report, yes.

1668. I think we would like to have a reference, to take with us.—The position regarding the report is that it is in the hands of the West African Governments at the moment and we are awaiting their comments; but I believe it will be printed. It is in the press and it will be printed without waiting until we get their comments.

1669. Is that a report to the Secretary of State or a report to the Government of Nigeria?—A report to the Secretary of State.

1670. But it has been printed in Lagos?—It has been printed here.

1671. And they have had a copy of it already?—They have had a copy of it, yes, and we are waiting for their comments.

1672. May I now ask you one or two questions on that. I quite appreciate the fact that it is not your report, but there are one or two things that seem to stand out. In the Keen Report it says that the transportation arrangements are insufficient for the existing groundnuts crop, and therefore you have got a great accumulation at the present moment of groundnuts awaiting transport. Then you have got the new harvest coming on top of that, and you have not cleared last year's harvest yet. Last November there were 92,000 tons waiting to be shifted. That is because the capacity of the railways is not adequate for the traffic offering, and that is due, they say in the Keen Report, to the shortage of locomotives?—Yes.

1673. They say that the minimum requirements are 17 extra locomotives and

100 hopper wagons immediately, quite apart from any further schemes of development. Then they have got a further increase of 12 main line locomotives and 300 wagons before you can really handle the present crop. From what you have said in that report, you must admit that it is a long term programme; it involves, as far as I can make out, the acquisition of 3,333 tractors, and if you are going to put your family groups around each tractor, it means you have got to have 66,660 people. Now, the evidence we have had is that it is a very sparsely populated area and that there are great difficulties about adequate water supplies and still greater difficulties with regard to housing. I suppose all those factors have been taken into account, because you can hardly expect the African to welcome a scheme of that sort without provision for his normal feeding requirements and so on. Is that mentioned in the Report?—Oh, yes, they are covered in the Report.

1674. So it means that the housing scheme has got to be tied in with it?—Yes. In some areas they may be able to build with the existing facilities; in other areas they will have to import labour and so on.

1675. You said they were both sparsely populated areas?—That is correct.

1676. Do you anticipate that the majority of the capital in the local corporation will be held by Africans?—I could only give my personal opinion on that; it is still under discussion by the local governments out there, and I think we are getting a little bit beyond the report at this stage.

1677. Getting beyond that Report?—Yes.

1678. I should have thought these were fundamental considerations that must be taken into account before you can rely on these schemes?—I was only authorised to let you have this information. Should we criticise the recommendations made in that Report, or should we not wait until it is an official report?

1679. The procedure in a Select Committee is that it is open to any member of the Committee to put any questions, and the Committee expects that the witness will give a true and forceful reply, without fear. You are fully protected as a witness. I quite see your difficulty, that you are "number two", and this is "number one's" report?—That is one thing, but it is not entirely that. I do not think the real decision as to who is going to hold the capital and who is not going to hold the capital has been properly thrashed out.

1680. But you yourself mentioned it?—I myself mentioned it in general terms, but when you get down to details as to how much the African is going to invest in it, I cannot answer that.

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Mr. G. M. RODDAN.

[Continued.]

1681. What the Sub-Committee feel is this. We realise that there are shortages of fats in this country, and we appreciate that these schemes are aimed at trying to get over that difficulty here; but I do not think any of us want such schemes to be to the detriment of the development of the colony itself or the people in it. The whole spirit of this Keen Report is to the effect that, in order to get immediate results, what is necessary is to help the existing growers of groundnuts to increase their volume of production, as being the quickest way of supplying fats for Great Britain and also to help the status of the Africans. Now if you superimpose these rather, shall we say, optimistic schemes, are you going to do that to the detriment of the existing producers of groundnuts? Which is the most immediate policy, to do good to the natives or help the deficiency in fats here?—You said that the whole spirit of the Keen Report is to look after the native's interests and try to bring about as soon as possible an increase in groundnut production.

1682. Yes?—An increase in production can come from better methods of farming, including the use of mechanisation and the use of fertilisers. The African alone, as an individual, cannot afford a tractor; he probably cannot afford fertilisers; and the whole spirit of this report prepared by Mr. Clay is that we should now try out, as the only means of making tractors and modern methods available to the African, this Group settlement scheme. The Group may be able to afford a tractor and the Group may be able to afford fertilisers. Within that Group it may be that one man will be trained as a tractor driver and one will be trained as a blacksmith, and so on. It will be a community on its own.

1683. A collective farm?—I do not like the term "collective farm".

1684. But it is that?—I do not think it is a collective farm.

1685. There is nothing against collective farming?—It is co-operative use of machinery and co-operative use of fertilisers; it is not collective farming.

1686. What I mean by "collective farming" is that you have groups of people and they have got to live and they have to grow food for themselves; they cannot live entirely on groundnuts; and if they did live entirely on groundnuts we should not get much here. Therefore, you say, they have got to have millet and they have got to have cattle and mixed farming and so on. That was the ultimate idea?—Yes.

1687. But you do agree that it will take a very long time to build up to that?—Yes, I agree.

1688. It will take 25 or 30 years?—No. I would not agree with that, 25 to 30 years. It is an idea of development to

make modern ways and machinery and implements available to the people. It is the only way we can think of at the moment. We can grow groundnuts; we can grow millet; we can grow sun flowers; we can grow cotton; but let us try out this whole development. I know that is the whole principle behind the Clay idea.

1689. It is an experimental method, so that you can use mechanical means, which is incompatible with peasant proprietors in small holdings?—I do not get that.

1690. It is an experimental idea to make full use of mechanical farming, which is not possible if you have got to try and apply it to the small peasant holdings, because it does not make sense?—Except that within the group he will establish his individual peasant holding.

1691. When I used the expression "collective farming" that is what I meant. The peasant would still have his own holding, and in addition they would collect together in the development of an experimental area.—I think not. He would normally have his small garden plot attached to all the main farmland, and although he would have his 15 acres there, he would have to be allocated his groundnut area and his feeding area, and it would be cultivated as one large farm. Each man would have his own groundnut farm.

Mr. William Wells.

1692. Is the idea a kind of combination of the medieval strip-field in this country and the Danish idea of co-operative farming? Is that the basis?—The real reason for strip-farming is by way of anti-erosion measures. There is no other justification for that system, except this, that if you are sharing out land, each man should have a good bit and a bad bit so that everybody has an even quality of land. The main reason for strip-farming, however, is for anti-erosion purposes. In order that tractors and machines can function efficiently, you cannot have your small belts of land here and there.

1693. May I just put one last question to you, which is a very important matter. You are conversant with the recommendations in the Keen Report, are not you?—Not as conversant as I should be, perhaps.

1694. Anyway, you know generally what they are, and they are comparatively recent. As far as I can make out from your previous replies, to the best of your knowledge and belief the deficiencies which are shown up by the recommendations have not yet been met?—I should not say that. I do not think I said that, did I?

1695. I am asking you whether that is your view? The recommendations are largely turning on questions of transport and water supply.—Regarding transport, all I can say is that I have no detailed information on the transport position. I

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[Continued.]

can only quote what we have obtained from this Clay Mission Report, that by 1949, if all the indents are met, they will then be able to carry more than is at present produced.

Chairman.

1696. I quite agree, but it is a very big "if." That is what is worrying this Sub-committee. All the evidence we have had shows that there are a very large number of schemes, nearly all of which depend on a very great number of articles which are scarce. We have been told in evidence what the requirements of the Tanganyikan scheme are. We are told that they cannot be met because there is not enough steel. If there is not enough steel for them, what is your solution for finding the steel and the tractors and the bulldozers and all the rest of it which we are told are essential for these schemes? Where are you going to get them?—I think you can rest assured that, before anything was done to implement this Report, that matter would be looked into. I have raised this query myself, though I have not gone into the supply position regarding tractors. They are awaiting the views of the West African Governments on the practicability of the proposals, assuming that the tractors are available. There are proposals now for the production of, say, heavy D4 class tractors in this country.

1697. But, you see, they are held up because there is not the steel to make them. The allocation of steel by the allocating department concerned, we are told, is not sufficient to meet the existing demand.—If that is so, when the Report comes back and says "This is a practicable proposition," then the allocation of the necessary equipment must be considered, and if it is not there the scheme must wait until it is there. There is nothing else for it.

1698. That is what I meant when I said it might be rather a long term scheme. I think your little pill is a very good idea, but it will be very disappointing to the native if he has taken all this trouble and dropped in his pills and he gets a bumper crop and nobody can take it away, will it not?—Yes, I agree.

1699. That is just the sort of thing the Sub-Committee want to find out about, because I do not think that it is right to give the impression, either to the African or to the taxpayer here, that these things are going to develop as quickly as some people think, because they just cannot. If we are short of fats, it seems to me that one of the quickest and best ways of meeting the difficulty is to try and go for the difficulties already expressed in the requirements of the existing cultivators, in order to get their stuff away; that is, the ones which are already in touch with the railhead and so on. That would be a more immediate project, would it not?—I suppose you are

referring to better methods of processing the palm kernel and the palm oil?

1700. And the groundnuts?—Regarding groundnuts, the immediate method of producing more groundnuts from the same areas is by the application of fertilisers or by mechanisation.

1701. May I just mention this to you. Regarding groundnuts, in this Report it says that a great deal can be done by having these machines, instead of the wives of the cultivators hammering the groundnuts with stones on other stones, which is a very primitive method; that there are these presses which have now been made, and if they were supplied in larger quantities the amount of oil obtained from the kernels would be very much greater. There is also the Pioneer Mills proposals, which is a co-operative arrangement for doing it on a vastly greater scale. One of the most astounding things in the Keen Report is that the native has got to pay £28 for this machine, and he cannot pay £28 for it. Would it not be much cheaper in the end to provide him with a machine, so that you get the greater production of oil and look for payment at a later date? Those sort of things seem to me much more practical and much more immediate in the result than these rather grandiose ideas. You, as an agriculturist, must realise that anything you can do to improve the methods of existing cultivators is something which will have quicker results than this experimental work?—Yes, but there are some points on that. Regarding the palm kernel fruit, there is the nutcracker, which replaces, as you say, the native's wife cracking the kernel between two stones. But the palm kernels in Nigeria are the wife's special sideline. They are recognised as her perquisite in the production of palm products. It is not just a case of showing the people better ways of cracking the nut. It is largely a question of overcoming this custom whereby what costs them nothing at all, that is their wives and children, have these kernels. They are not going to pay money for something which will produce kernels when they can produce them for nothing at all. You have to overcome that, to begin with. They are costly, and they are also very liable to be broken, because the African will break anything at all; and the Government policy is not in favour of increasing the number of nutcracking machines.

1702. You want to go on with the old method?—No, I am leading up to something. I will turn to the oil side now. As you know, that was done by a very primitive method before, by holes in the ground and canoes and all sorts of things, and the Department has been pushing hand oil presses, which are small; I cannot tell you the cost of them; they are small things and they produce about 10 cwt. in a year. They have caught on; the people do like them,

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[Continued.]

because palm oil production from the pericarp is quite a laborious process; and there are now 1,000 in use in Nigeria. There again, the supply position is difficult. When you come on to the more elaborate things, the Pioneer Oil Mills, five of these are already established in Nigeria, and I think three are established in the Cameroons. They have been put up since the Keene Mission reported. The Department of Commerce and Industry has now taken over this side from the Department of Agriculture, and I think they have on indent 24 of these Pioneer Oil Mills. They are quite costly processes, but they are being pushed as fast as they can become available. They are being operated by the Government in the first instance, but the idea is that they shall eventually be taken over by the native authorities and operated by the people for the people. Even with these Pioneer Oil Mills the kernel still remains, and these at present are sold back to the people who bring in the fruits. They are bought by the wife at a cheap rate and cracked by hand and sold. Now you cannot overcome that custom just by introducing machines. The next step above the Pioneer Oil Mill is a big elaborate thing which deals with that pericarp and deals with the palm oil and the kernel. That is a very costly thing, and to operate it successfully it depends on a constant supply of produce for the mill. You are entirely dependent on small individual producers for the supply, and it would be a most risky proposition to set it up on that basis. It will only function on a basis of a plantation to serve as a feeding centre, supplemented by production from outside.

Mr. H. D. Hughes.

1703. I take it that the pattern which you have been describing is this: that you will have some of these experimental areas and some of these individual peasant farms which would both feed into the central processing place?—I think, when you are setting up a processing plant in any industry, in Africa, or in any undeveloped area, it must be able to count on a supply which will make it function economically, and you cannot guarantee that the natives will bring in the supplies just as and when you want them. The pattern of development which has been followed is that you have a plantation which supplies may be 30, 40 or 50 per cent. of that factory's requirements, and that is supplemented by the people round about, who bring in their small lots. That does not show you a total flop.

1704. Going back to the Keene Report for a moment, there are, I take it, quite a number of recommendations in the Keene Report which are not affected particularly by what we have been discussing this afternoon? For example, on page 9 there is a recommendation of an urgent need for an agricultural survey; on page 13, agricultural experimental farms, on page 16 the

need for price stabilisation and development fund policy by the local government; on page 29 the need for the development of consumers' co-operative societies handling consumer goods. Since the Report has been published, what has been done to implement the others?—The first two are my problems; I do not think the other two are; I cannot remember what they were.

1705. Take the agricultural survey mentioned on page 9 first. He said that what is wanted in Nigeria—and this is of extreme importance—is an accurate agricultural survey which will show the acreage now under production of the various crops and so on, and he points out that the staff was not available at the time he was reporting.—With due deference to Mr. Keen, I would like to see him carry it out within the next ten to fifteen years. The people who know the difficulties there realise what they are. We are now faced with producing for F.A.O. a world agricultural census for 1950 with statistics of production acreage of all crops for all the colonies. But in large areas of Nigeria you have not even got accurate maps. How can you map out areas and map out acreages and map out farms where you have not even got an accurate survey?

Chairman.

1706. Have you started a map survey or not?—Perhaps Mr. Bryant would know about that.

Mr. Roddan.

1707. We have done strips of West Africa.—It has been done in part of the Gold Coast. That is a possibility, but it is a fairly long term possibility and it is an extensive possibility. We realise the need for this type of thing definitely, but to plan any sort of colonial development you have to have an idea of what the colony produces and where it is produced. We are short of statistics on that in all colonies. There is a new technique which has been developed in this particular area, which is being brought out by Dr. Yates of Rothamsted, who is probably the world's best expert on this particular problem. The technique is a technique of taking detailed samples of small areas, and by tackling the problem by statistical methods you can work out to within a reasonable degree of accuracy what the production is for the whole area. But that again presupposes having reliable maps of the area. However correct Mr. Keen is on that—and he is correct—we just have not got the staff or the facilities to do that sort of thing.

Mr. H. D. Hughes.

1708. Yes, but there are presumably a considerable number of alternative possibilities of agricultural development in Nigeria. You can develop your groundnuts, you can develop your palm oil and you can develop your kernels, and another

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[Continued.]

possibility which has been put before us is the possibility of developing stock-raising in Northern Nigeria, possibly combined with canning factories and so on. Has the agricultural Department been able to survey these relevant possibilities and lay down the most desirable priorities? Why, for example, has the groundnuts scheme come forward as against a stock raising scheme, or whatever it might be?—That is rather a difficult question. When the Sub-committee visit Nigeria, the Department of Agriculture will be able to tell you their views on the crops which particular areas can best grow. There is no doubt about that. It is not within any strict limits, but by large areas. Crops which have been grown in certain areas have not always been the crops which the Agricultural Department have advised should be grown in those areas, for reasons which I need not explain to you. During the war we were forced to grow groundnuts where it would have been better to grow cotton, and so on; but by and large I think this is what you want to know: the Department does know what the agricultural possibilities of the country are. That is roughly what you wanted to know, is it not?

1709. Yes.—As far as accurate information on acreage of crops and the actual production and yield of crops are concerned, particularly food crops, it is anybody's guess.

1710. Take this groundnuts scheme we have been discussing. What was the genesis of that? Was it because F.A.O. said that one of the world's priority shortages is vegetable oils, or was it because somebody had a bright idea in the Colonial Office or in the Ministry of Food? How did the thing take birth?—I am not very sure. One thing I can tell you is that it was not the F.A.O. I would not like to commit myself on that. I think it arose out of a recommendation of the Primary Products Committee, the inter-departmental committee on which the Ministry of Food are represented.

1711. There is one other thing I would like to ask you and that is regarding the kind of time table in handling these reports. You have had this report by Mr. Clay. When was that report presented to the Secretary of State? When was it submitted to the West African Governments? When are you expecting their decision on it?—I cannot be accurate on that, because I have not got the dates, but I should say that it was presented to the Secretary of State in November-December some time; it was referred out to the Colonial Governments, I think, in January; we have had preliminary views on the report, but not the official views on the report. You see, the recommendations in the Clay Mission Report are subject to detailed survey and

further examination in the selected areas from the point of view of availability of water, topography, suitability for groundnuts, soil suitability and so on; and that has all taken up a lot of the time of the technical staff of the Department out there. They had to prepare reports and they had to do detailed chemical analyses of the soils and so on, and it all takes time. I can only add again that we may expect the West African Governments' reactions to the report within the next one to three months.

1712. You have asked for it as a matter of urgency, have you?—Yes, they are dealing with it as quickly as they can.

Mr. Edward Davies.

1713. I have only one question. In connection with these optimistic schemes, these very ambitious schemes of co-operative or collective farming, we are considering many acres of ground. When we had Mr. Geoffrey Heyworth here as a witness, he directed our attention to the land difficulties there. He said that what could be done in the Belgian Congo, for example, could not be done in Nigeria, because of the "alienation" of land; I think that was the phrase he used. Does that emerge in this review of Mr. Clay's?—All I can say is that they did have discussions with the native authorities in the various concerns. They were very favourably inclined towards the idea, and of course the intention is not to alienate land but to lease land. We are not taking land away from the people; they are being settled on their own land.

1714. So you think that some satisfactory results can be achieved?—That is one of the matters which they are considering in the colony at the moment.

Mr. William Wells.

1715. Can you tell me a little more about the Pioneer Oil Mills? What are they like and how do they function? I do not mean from the technical point of view.—I cannot tell you the horsepower required by the engine, but it is something about 50 horsepower, I think. I do not know how to describe it.

1716. I do not want a technical chart.—What happens is this, you know what the palm oil fruit looks like on a tree?

1717. I have a vague idea.—It comes off in a big lump, rather like a strawberry, and these are macerated, split, before they go into the mill. I have not actually seen one of these mills functioning myself; I have not been to Nigeria; but it is a process of boiling and floating off the oil from the pericarp. The result is that you get the fibre and the oil and you get the kernel in three separate items.

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[Continued.]

1718. What sort of staff does it require to operate that machine?—I cannot answer that question. There probably is at the moment one European in charge of each, I should imagine. That is just a guess, because I do not know. To operate it, it would probably require five Africans.

1719. And they remain the property of the Government?—They are the property of the Government to begin with. I believe the intention is that eventually the native authorities will own their own Pioneer Mills where suitable farm belts exists.

1720. Is the process applied before or after the property passes from the peasant cultivator?—The fruit is bought from the people.

Mr. Norman Smith.

1721. I have one or two questions to ask you. Following up the Chairman's point about transportation, I know you are an agricultural man and not a transport man, but this little description of the railway position is 18 months old. Do you happen to know whether the railway people have got any of their indents since then? Are they in less of a jam?—I think they are in less of a jam. They did get some Canadian stuff recently.

1722. So that your impression is that the situation is not deteriorating?—I think it is slightly improving.

1723. You began by describing the rotation of crops: groundnuts, cereals and grass. Do I understand, and is this Sub-Committee to understand that the groundnuts are the only thing that go off the holding, that the grass maintains livestock and that the cereals are consumed by the people?—It is reckoned that the cereal production will be considerably more than the local needs of the people producing it. There will be cereals for sale as well. Although I have said groundnuts, cereals and grass, there is a lot of experimental work in this. They may come down to cotton and groundnuts, for example. We have had a recent mission out in Nigeria, too, on cotton, who have plumped for an area next to Kontagora, if possible expanding the cotton area. It is a cotton area, and it may be that this mechanisation scheme may not eventually be primarily a groundnuts mechanisation scheme; it may

be a cotton scheme in that area. It is really the pattern of development that Mr. Clay is behind, rather than the production of groundnuts.

1724. I think that is a very enlightening answer. Then you did describe to the Sub-Committee how ultimately it was estimated that there would be a territory 80 miles square with 54,000 Africans and 550 Europeans. Does this figure of Europeans include only farmers, or does it include doctors and schoolmasters and so on?—It includes all.

Chairman.

1725. Where does the oil for the tractors come from now that you use in West Africa?—We do not use any tractors in West Africa.

1726. But you have got a few tractors there, have you not?—I think I could count them on the fingers of one hand.

1727. Where does the oil come from for those?—I do not know, except that it is imported.

1728. Are you sure there is any fuel for a large scheme necessitating tractors?—This question of the allocation of oil and all that sort of thing will have to be considered after the practicability from the administrative point of view has been considered out there. That is the intention, I know.

1729. But you have to realise that if you are going to have a scheme which involves a large number of tractors, you must have tractor fuel oil. If you have tractor fuel oil, you have got to have your stations where you can store it under proper conditions and distribute it to where it is used; and that means additional traffic on the railways and there is not sufficient rolling stock in each direction, up and down, to supply all the requirements in time. Therefore, this extra burden that is suggested on transport, the supply of tractor fuel oil, surely must have been considered by somebody?—I cannot answer that.

Mr. Norman Smith.

1730. It would be in fact petrol and paraffin?—Yes.

Chairman.

1731. We are very much obliged to you for your help.

The witness withdrew.

Adjourned till Thursday, 1st April, at Lagos.

THURSDAY, 1ST APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

At LAGOS.

Mr. H. M. FOOT, C.M.G., O.B.E., Chief Secretary, Mr. A. W. L. SAVAGE, C.M.G., Financial Secretary, and Mr. C. J. PLEASS, Acting Development Secretary, Government of Nigeria, called in and examined.

Mr. H. F. MARSHALL, Administrative Secretary, Government of Nigeria, in attendance.

Chairman.

1732-34. I will now open the proceedings of this Select Committee. As Chairman of this Sub-Committee I should like to place on record that this is the first time in history that a Select Committee of the House of Commons has visited any British colony. That, I think, is a fact worth recording. The purpose of this Sub-Committee is to inquire into the Estimates presented to Parliament. It is re-appointed each Session and our terms of reference are very strict: they are to inquire into the Estimates and all matters associated with them, and to make a report to Parliament. As the business of the House of Commons becomes greater, so the responsibility of these Select Committees increases. I think it is right that I should mention to the witnesses and get on record that there are two of these Select Committees; one is the Public Accounts Committee which deals with the examination of expenditure after it has taken place, and that Committee has the Comptroller and Auditor-General as its chief officer, who is quite independent of the Civil Service and of Government Departments, and is impartial. We, as a Sub-Committee of the Estimates Committee, deal with current expenditure as indicated in the Estimates presented to Parliament. In other words, we do the operation on the patient and the Public Accounts Committee do the post-mortem. That is the set-up and the purposes of this Sub-Committee.

It is usual to state on these occasions what are the conditions under which evidence is taken. This Sub-Committee has power to send for any person or ask for any papers, and it has the full authority of Parliament wherever it is. Whatever power the House of Commons has to summon people to appear before it is also held by this Sub-Committee. Therefore, its powers are very great.

It is also the duty of this Sub-Committee to tell witnesses that the evidence they give should be the whole evidence that they can give; but it has been laid down recently,

quite properly, that a witness from any Government Department must speak as from his Department. He cannot, for instance, give his own views if they are violently antagonistic to his Department, because obviously we should reach a confused situation; but in answer to questions by the Sub-Committee it is expected that the individual should give his views. The evidence is taken down and a transcript of your evidence will be sent to you. The Sub-Committee are perfectly free to take into account all evidence given before them in making up their Report to Parliament.

With that explanation, to which I think you are entitled, will you now be so good as to give your names and the positions which you hold, for the purposes of the record?—(Mr. Foot.) I am Chief Secretary to the Government of Nigeria. (Mr. Savage.) I am Financial Secretary. (Mr. Pleass.) I am Acting Development Secretary. (Mr. Foot.) Mr. H. F. Marshall, the Administrative Secretary, is in attendance, and is available if the Sub-Committee wish him to speak later, although it was not proposed that he should give evidence today.

1735. I will now ask you, with the assistance of your officers, to give this Sub-Committee in your own words a general account of the position here in regard to expenditure, mainly in relation to the Colonial Development Estimates and any other matters incidental thereto?—Perhaps you would allow me to start by extending to the Select Committee on behalf of His Excellency the Officer Administering the Government and the Government of Nigeria a very warm welcome.

1736. Thank you very much?—We all recognise the great importance of the task which has been allotted to you, and it is the purpose of every one of us—I speak for the whole Government Service—to give the utmost assistance to the Sub-Committee throughout its work. As you travel through the territory I am sure that you will find that administrative and departmental officers are prepared to put in

1 April, 1948.]

Mr. H. M. FOOT, C.M.G., O.B.E.,
Mr. A. W. L. SAVAGE, C.M.G., and Mr. C. J. PLEASS.

[Continued.]

the first priority any work associated with the inquiry which you are to carry out. On the question of procedure for taking official evidence, I have a suggestion to make which of course is subject to your approval. It seemed to us who are appearing before you now that there might be considerable advantage in hearing first the Departmental Heads who are mainly responsible for carrying out development work, especially the work which involves expenditure of funds voted under the Colonial Development and Welfare Act; and that you might wish to call those of us who are now present later in your inquiry while you are still in Lagos to deal with questions of policy or any matters of major consequence which have arisen in the course of those discussions.

1737. May I interrupt you? First of all, on behalf of the Sub-Committee, may I thank you very much for the arrangements you have made for our visit to Nigeria. Secondly, I should have pointed out that matters of policy are outside the purview of this Sub-Committee. Incidentally we sometimes have to touch on policy, but as you mentioned the word "policy" I wanted to make that clear?—But it will, of course, be necessary for me to explain the policy which this Government is following and there may well be points arising from the evidence of the Departmental Heads on which you would wish to question us further. We therefore propose that, as a start, the Sub-Committee might wish to hear from the Financial Secretary a short general statement on the financial position of the territory, because I think it is most important that in considering colonial development and welfare expenditure you should have the background picture of our financial position as a whole in your minds.

1738. If you please.—Then we propose that the Development Secretary should give the Sub-Committee a short account of the progress so far made in carrying out the Ten-Year Plan of Development, of which you have copies. We do not propose that he should attempt to recapitulate the whole Plan, which would necessarily take a long time and would cover ground which is covered in the documents which have already been supplied to you. Following that, the Departmental Heads will appear, as arranged, and we shall be at your service subsequently for any further questions you may wish to ask us. At this stage I have only two comments to make. Firstly, you will naturally be hearing from the Departmental Heads of their difficulties, and you will hear many references to shortage of materials and shortage of staff and difficulties of supply and communications. I should like, on their behalf, to say

that, in spite of those difficulties and in spite of the delays which we all very much regret, very considerable progress has in fact been made in the most difficult circumstances. Therefore, when you hear from the Departmental Heads, as you undoubtedly will, a story of difficulties and delays, I hope the fact will not be overlooked that a considerable amount of progress has been achieved in these past two years in specially difficult circumstances. Secondly, a point which I wish to raise now is that we all regard the problem of development not only as a technical one; it is of course also a political problem; and I believe that the problem of first priority which we have to tackle in Nigeria is the necessity to make it clear to the people of this country that we wish them to take a full and an increasing part in all that is being done. That is the constitutional policy on which we are engaged, and it must necessarily also apply to economic development. I hope, therefore, that, although I fully recognise the restrictions which are imposed by your procedure on the hearing of formal evidence, we shall be able to help you in your travels to meet representatives of unofficial opinion as much as possible, because all that we are attempting to do will be of no avail unless our main object of bringing the people of Nigeria into partnership with us is achieved. It will therefore be of the greatest assistance to this Government if Members of the Select Committee are able, in the short time available to them free from their formal discussions, to meet members of the public, particularly representative members of the public, those who hold some sort of representative position, and to hear from them what their views are on the course which we have set and the progress that we have made. I know that as the Sub-Committee visit first of all Lagos and then the three other Regions, the Government officers will be most anxious that opportunities should be provided for informal discussion with members of the public who wish to meet you. I would emphasise again that, both in relation to the expenditure of the Colonial Development and Welfare Funds and in the operation of the public corporations subsequently set up, we regard the first necessity to achieve partnership with the people of the territory. There was, I understand, some criticism made when the Development Plan was drawn up that the people of the country had been insufficiently consulted. We now have, of course, under our new constitution, full opportunity, through the Legislative Councils and the Houses of Assembly, of obtaining representative unofficial opinion on all matters. I think I can tell you, from our experience in the meeting of the Legislative Council which has just concluded, that there is now very little criticism of the Development Plan itself, which indeed has been approved by these bodies as it stands. The criticism is now directed to

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the delays in carrying it out. We can say that the Plan itself is well accepted, and that in order to get the support of the people it is necessary that it should be carried out with decreasing delays. If we fail to obtain a new momentum in development work, then the support which we now have for our plans will clearly evaporate. Therefore it is of the utmost consequence, if we are to carry the people with us, that speed should be achieved and that the difficulties which the Departmental Heads will explain to you should be overcome.

1739. May I just say this. Every single member of this Sub-Committee wants to meet as many of the Africans as he can, but we do rely on you to make it clear to them that by our terms of reference we are not in a position to hear African evidence unless such Africans are in a position of executive responsibility for the administration of public funds. As long as they understand that, we should go out of our way to meet them, because I do not think that there is a single one or us who does not feel that the most important thing is to make the Africans fully partners with us in all of these schemes?—That is quite clearly understood, and I will explain that to those ahead of you, who are to meet you. With that short introductory statement, may I ask the Financial Secretary to give you a short statement of the financial position of the Colony as a whole, and may I say also that there is an allotted time in the programme on Saturday morning next when I shall be available and, indeed, any other officers of the Secretariat, to answer any questions which the Sub-Committee may wish to put arising from the discussions you will have to-day and to-morrow. (Mr. Savage.) I am quite sure that when the members of this Select Committee leave Nigeria they will say, as Cecil Rhodes said, "So much to do; so little done." I would like to explain very briefly the background, first, up to the outbreak of war. There are in Nigeria roughly 25 million souls. Up till 1939 the Government revenue of this country varied between £3 millions and £6 millions, and you can see, when you divide that amongst 25 million people, that there was very little to spend per head of population on social services or development. I do not think I shall be misunderstood if I say that up to that time Nigeria was run almost on a "care and maintenance" basis, and that development was left largely to private enterprise, which has a number of items to its credit. But the national income of Nigeria and, therefore, the Government income of Nigeria depended mainly on world prices of primary products: cocoa, tin, oil-seeds, hides and skins, and so on; and as those world prices either increased or decreased so the amount of money available in this country for development also increased or decreased.

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During the war there was very little direct war expenditure, but, as elsewhere, prices rose and the cost of administration rose very considerably. The Government increased taxation on three occasions during the war, and we really finished the war in a better position financially than when we started. In other words, we had comparatively large surplus balances by 1945. But there was, and is, considerable inflation in Nigeria. It is not the same type of inflation throughout the country. I must mention that I have only been here 18 months and I have not seen all parts of the country, but from what I have seen in the urban areas there is inflation, representing a re-valuation of goods in terms of money. If you go to the north to a village where there is a considerable amount of money, it does not appear to me that inflation matters very much in the particular rural economy; but in Lagos and in urban areas generally the cost of goods, the cost of living, and wages rose considerably. Up till 1946, in crude figures (because we have no Statistical Department unfortunately; we cannot get the staff) I should say that the wage index was probably 250 compared with 100 in 1939. Not unnaturally, the African who listens to the wireless hears from practically every country of the world of demands for increased wages, and indeed the African has a good case for improvement in wage rates if only from the point of view of the increased cost of living. But it must be remembered that of these 25 million people in Nigeria over 20 million of those are living on an agricultural subsistence level of a very very low order. There are a few people (I am now talking of both Africans and Europeans) who enjoy a much higher standard of living. There are a number of Africans and Europeans (but not Civil Servants) who have made very large sums of money during recent years, and we have tried to counter this inflation as far as possible by increasing taxation. Unlike certain other countries, where the end of the war gave the opportunity, because their war expenditure decreased, to decrease taxation, Nigeria on the other hand has adopted the policy of increasing taxation both from an anti-inflationary point of view and also to serve as a cushion when the recurrent costs of the Development Plan will have to be borne by the Nigerian taxpayer. It did seem to me—I only mention it in passing because members of the Select Committee may have this point put to them—that with this inflation in Nigeria, surely it is a bad time to start big development works. That, I think, is quite obvious but you will know that politically it is very desirable, if not essential, that the Development Plan should proceed in spite of the inflation in this country. You will find a large volume of appreciation of what is being done from the point of view of these grants from the British taxpayer; some, largely due to

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ignorance, have no idea of where the money comes from in spite of the fact that in the Legislative Council, in the Finance Committee and on every possible occasion it is made quite clear to them. Some people will express great appreciation; others feel that in fact the amount of assistance of roughly £23 millions over ten years is so small as not to be very significant, particularly when one takes into account the low prices which until this year Great Britain paid for the primary oil products from this country. You will meet that as you go round this country. You will meet the objection that in fact Britain has taken from Nigeria oil-seed products at very low prices.

The development programme indicated something of the order of £54 millions over ten years, of which the British taxpayer has undertaken to pay £23 millions and the Nigerian taxpayer £31 millions; but if you turn that £54 millions into a per capita rate per annum you will see that over ten years it means roughly £5½ millions a year amongst 25 million people, which is of the order of 4s. to 5s. per head per year. Since that Plan was adopted, prices, and particularly prices of labour in this country and of goods in the United Kingdom, have increased considerably, and I do not believe myself that the Plan could cost anything less, say, than £60 millions to £65 millions. A point which has been made in the past is that Nigeria, in fact every colony, should make the greatest contribution possible towards the cost of development. When one looks at the figures of £23 millions to be borne by the British taxpayer and £31 millions to be borne by the Nigerian taxpayer, I must point out that that is not the complete picture, because you must not look at the Development Plan as something separate and divorced from the general development of Nigeria. You must also look at the ordinary Estimates of Government which provide for social services and other developments, and you will see the tremendous increase in those recurrent Estimates roughly from £5 millions to £20 millions, talking in very round figures, between 1939 and 1948, and that expenditure is being met through taxation. You will meet the objection that the Development Plan is weighted too much in relation to social services, and that there should be far more in respect of economic development. It is a point which came up at the Legislative Council, and I explained that the overall expenditure of this Government for the coming year is roughly 24 per cent. on social services and 22 per cent. on economic development. But in addition to what is provided in the Estimates and in addition to what is provided in the Development Plan, it is the intention of this Government to make available additional moneys by using those surplus balances—not all of them but a

part of them—for further development by means of mainly lending money to small men.

What I am particularly concerned with is what is going to be the residual cost of this Development Plan, and will Nigeria be able to bear that cost? I said that I believed the present Plan would cost not £54 millions but between £60 and £65 millions. The residual cost was estimated three years ago, I believe, of the order of £3½ millions. It is in the nature of a guess but I do not believe that it will be less than at least £6 millions recurrent—that is the residual cost which the Nigerian taxpayer will be called upon to bear.

Mr. H. D. Hughes.

1740. Annually?—Annually; but it must be remembered that the Development Plan only touches a number of Departments and that as you increase the health services, education, and so on, the administrative service will be increased, also police services. I estimate that in the same period the increase in the cost of those recurrent services within the ordinary budget will be of the order of £5 millions—again very rough figures—and so the question to be asked is: Will Nigeria, in seven to eight years, be able to face the additional cost of £11 millions? I do not think anyone can say. We have been dependent on world prices in the past and we shall be in the future but we have started stabilisation funds for cocoa and oil-seeds to assist the general economy.

It does seem to me that when anyone starts talking of social services they are talking of something to which there is no ceiling, and it would be quite impossible, in my opinion, to imagine that, in ten years' time, once the Development Plan is finished, then Nigeria (and not only Nigeria but other colonies) will be able to continue the development of her social services and economic development in the same way that she has been able to do with the aid of the British taxpayer. I know you have said you are not interested in personal opinions, but I do suggest that it is almost obvious that the British Government in seven or eight years' time will have to continue this Development Scheme and provide more money. It is quite certain that they will not be able to adopt the line that "We have done our part, now it is up to Nigeria to do hers", if we are going to continue to give health services and education to the people of the colonies. There is one point which I do hope to have the opportunity to put before you in greater detail some time this week: I do not understand why it is that the British Government, having agreed to a Development Plan of £120 millions over ten years, then requires the details of expenditure. I can quite understand the British

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Government saying, "We want to know what scheme you are adopting", and I can quite understand the British Government saying, "Well, this scheme is a good thing for Nigeria"; but, having adopted that scheme, I do not understand why you require the waste of manpower in accounting, in making reports, and in all these trifling details, as to whether we are spending so much on travelling on duty or whether we are spending so much on six or three messengers. Surely in the British House of Commons the budget that is presented to you is a budget showing the expenditure under each head in respect of each department. I do suggest, Sir, that if this Government is to be trusted with a grant of so many million pounds over ten years, we should be trusted to see that it is spent properly. You have here a Director of Audit and an Accountant General. The Director of Audit is just as independent as the Controller and Auditor General in London. When a scheme is approved, let us go ahead with that scheme, let us bring it within our ordinary estimates. If there is some fear that Nigeria is not playing its part in development, I can produce figures at once to show that, over the last few years, we have rightly contributed more from a taxation point of view towards the development of this territory than the United Kingdom.

There is one other point which is not quite directly linked with the Development Plan but I would like this opportunity to say a few words about it. It is on the question of supplies, both of men and materials. The Chief Secretary has mentioned it. During the recent budget session at Kaduna the frustration of the unofficial members was expressed—"Well, do not talk to us about what you are getting on paper, let us see what you have done on the ground", but it is nothing compared with the frustration of this Colonial Service. All of us, when we go on leave, spend a lot of time at the Colonial Office trying to get men, trying to get priority for materials, and if this Sub-Committee can do anything to urge the needs of Nigeria (because I know that as you go round you will be horrified at seeing so little done) upon the British Government, in the sense of getting priorities (and, indeed, Nigeria has a priority of its own in the British Empire: it is the largest colony), then it will help us working here very much indeed.

The other point is the demand for oil seeds and for food generally. Nigeria can provide it, but we must give some incentive to the primary producer by way of consumer goods and capital goods. The African is not willing to work if he is merely going to hold bits of paper in his hand—bank notes mean nothing to him, he likes to see some assets. Unless we can have further priority for consumer goods,

then it is unlikely that Britain will get from Nigeria the oil seeds and so on that she requires.

I do realise that in these few minutes I have not used very many figures, but I will be willing naturally to answer any questions either now or later at a further opportunity.

Chairman.

1741. We are extraordinarily grateful to you Mr. Savage, for a most able, albeit short, exposition, which certainly has helped me and, I believe, the other Members of the Sub-Committee, too. Now, you talked about taxation. Can you give the Sub-Committee quite briefly the form which that taxation takes? Is there any head tax, for instance?—No. Briefly, the Government revenue amounts to £20 millions. Of that, nearly £12 millions is derived from customs duty, excise, export duties. Income tax amounts to just under £3 millions.

1742. What is its incidence?—The income tax is related to non-Africans all over Nigeria wherever they may be and to Africans in Lagos. In addition, there is a Direct Taxation Ordinance which relates to Africans outside Lagos (all over Nigeria outside of Lagos), and that taxation does not accrue to central Government but to the local native authorities; so the main revenue of the Government comes from four sources—customs and excise, export duty company tax and personal income tax.

1743. Do the figures that you have given us include all expenditure like our local government expenditure at home which would be raised by rates? Is there anything analogous to rates in the Colony?—In Lagos there is a Lagos Town Council which imposes rates. (Mr. Marshall): I do not think that happens anywhere else.

1744. Only in Lagos. Is that under any control?—(Mr. Savage): It is under the control of the Board and I believe the approval of the Government has to be obtained before the rates are imposed.

1745. Does the local government qualify to impose the rate consist of Africans, or is it mixed?—It is mixed.

1746. Is the franchise for the local government the same as any other franchise, or are the members nominated?—(Mr. Foot): I am not sure how the franchise compares between the elections for the Legislative Council and the elections for the Town Council, but members of the Town Council are elected, and we could give you the actual membership of it later.

1747. If you please; and the amount that the expenditure comes to per head, and so on, compared with the central taxation?—Yes. I am not quite sure that that picture is quite complete. There is, of course, as you heard from the Financial

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Secretary, the direct taxation which goes to the local authorities—the native administrations, as they are in this country—which is a very considerable additional figure. The Financial Secretary mentioned it but I was not sure that that was plain.

1748. We shall hear more about that in the Provinces?—Yes.

1749. The other point you mentioned is one which concerns us very much indeed, and it is right to tell you that in London we have had evidence about it: it is the fact that you do lack a statistical staff. I gather from your evidence that you would welcome anything we could do to help you get a statistical staff?—(Mr. Savage): Indeed.

1750. Mr. Geoffrey Heyworth, the Chairman of Lever Brothers and Unilever, Ltd., in his evidence before us on the 18th February 1948, said this: "Then we come to economic information. Generally speaking, they publish the important export statistics well, but altogether the economic information is not very highly developed. In particular, for instance, the estimation of crops, where they are native crops, is generally undeveloped and certainly unreliable. It is a very difficult thing to do, but after all, the orderly movement of commodities throughout the world with the least upsets depends on sound information rather than people getting sudden surprises." Now, I conceive, from the papers we have had from the Colonial Office, that you are in very great difficulty here in making forecasts. I also realise—and all the Sub-Committee do—that the question of the supply of adequate officers competent to do these things is one of your chief headaches, and one of the purposes of this Sub-Committee will be to hear evidence as to how that could be rectified; but I would like to say that the evidence we have had at home shows that the recruitment division of the Colonial Office is working very hard and doing its level best, and we would like to get from you your answer to this question: How far are you going to take Africans into your Department? How far do you think it is competent to train up Africans so that they can become qualified for a statistical branch?—May I first of all explain a little of the background.

1751. Yes?—Last year we provided in our estimates for a new Department of Statistics. There had been one here up to 1930 and then, as a measure of (in my opinion false) economy, the Department was closed down.

1752. By whom?—By the Legislative Council of that time; and so we started last year with provision for a Government statistician and nine assistant statisticians. We immediately asked the Colonial Office to recruit, and eventually I found a statistician in the Development Branch and brought him across to start the Department. I went on leave myself in September

and I spent a long time with the recruitment branch of the Colonial Office but they were quite unable to get any bodies. We are now in April and we had a telegram only four days ago saying they were going to re-advertise. The people are not available. The Board of Trade, who have helped us (they did in Palestine quite a lot, by seconding officers) are no longer able to do it themselves. We have advertised in Canada, Australia, New Zealand and so on, but the number of trained statisticians available is very few indeed. As regards Africanisation in the Statistics Department, the fact is that we have one European acting as Government Statistician, we have nine vacancies for assistant statisticians, we have a senior clerical cadre composed of Africans, but they have not had the training and in my opinion would not generally be suitable for training as assistant statisticians. We have proposals to pick out suitable people to send home to train, but in my opinion it will be many, many years before we can employ an African on proper statistical economical work.

1753. But you would agree, I imagine, that the sooner you start sending people home for training the better?—I agree entirely.

1754. With all your knowledge, is it your personal opinion that the salaries and conditions of service for people of that type, for whom there is enormous competition, are adequate to get the best type of person?—That is a very big general question. It applies to doctors and it applies to engineers. Briefly, the background of that is this: that we had a revision of salaries in 1947 consolidating certain war allowances and increasing rates of pay. Generally speaking, up to the £1,000 a year level the increases were by about £120, between the £1,000 and £2,000 level they were by about £150, and above that, £250. There are, I believe, more vacancies in Nigeria than in the whole of the rest of the Colonial Service. People are not anxious to come here. I believe you would find they have their quota in East Africa of statisticians, doctors, engineers, and so on, but here, I think I am right in saying, there are about 800 vacancies in the Senior Service. That is throughout, including the Development Plan. It was suggested in the Legislative Council a few days ago that we must pay medical specialists £2,000 a year and then we will get the men, but as soon as you do that then your other professional people want more money. A veterinary surgeon at home, for instance, coming out of college can get £1,000 a year without difficulty and probably 5 per cent. of the profits. If you pay your veterinary surgeons more then you have your engineers asking for similar treatment; in other words, it means revising the whole of the salary levels again. I do not believe that we can

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compete with private enterprise. You will find, for instance, that if the U.A. want a statistician they will pay him or £2,000 a year because it is merely reducing their liability for income tax, but this Government cannot do that, and I do not think any Government could start adopting the salary levels of private enterprise along with the security which the Civil Service, with its scales of wages, offers.

1755. Would it be possible for you to provide the Sub-Committee with a paper which would set forth the conditions of pay of the different branches of your Department, and the conditions—as far as you can ascertain them—prevailing in outside companies, because we have had evidence that they have no difficulty at all in getting recruits; they are full up. Levers have no vacancies, United Africa have none, and so on. As far as I can see, there is little or no difference as regards conditions of living; it must be something else. We should very much like to know what the position is there.—Yes, I will try to get those particulars for you.

1756. I think, Mr. Foot, it would be convenient if the Sub-Committee were to address questions to the Financial Secretary now, as he has to go to Accra on Sunday?—(Mr. Foot.) Yes, I agree, because he is leaving on Sunday, and it would be difficult for him to spend much time with you on Saturday, whereas the rest of us would be entirely at your disposal.

1757. Now, Mr. Savage, in your very interesting evidence you mentioned the fact that in the rural areas, where the economy is mainly agricultural, the situation is very different from what it is in Lagos, and also I think you said that the amount of money involved would be in your opinion rather more than was estimated, and that it would be a struggle for you in your position to sustain the consequent annual cost. I suppose we are right in assuming that if you can improve the agricultural economy, build that up and make it prosperous, then your situation is so much the better. You may be acquainted with the way in which in the Sudan we were able to build up the cotton industry and general farming by means of having land banks which enabled the peasant proprietor to raise money on very easy terms and to improve his position. Have you any system of land banks or any method of helping the agricultural worker in Nigeria either to obtain material or to improve his position?—(Mr. Savage.) We have no land banks, possibly because of the difficulties of land tenure in this country. We have provision for advances, within the Development Plan, to the native administration.

1758. Do you consider that some system analogous to the Sudan land banks is

applicable to certain parts of Nigeria?—I believe so, and one particular proposal is under consideration in relation to the Colonial Development Corporation.

1759. You have to remember that in the Sudan we did bring all the Sudanese into it. They were in a majority on all the local committees. That is not the position here, as I understand it?—We should hope that, in relation to the Colonial Development Corporation, there would indeed be African representation on the Board.

Mr. Yates.

1760. Mr. Savage, you mentioned the waste of manpower involved in accounting under the Plan. What details are you asked to provide, and what does the manpower involved amount to?—In the Colony itself it means that separate accounts have to be kept for each item of expenditure under the Development plan, so that every voucher which is used for payment has to be allocated to that particular item; every voucher has to be entered in the abstracts against that particular item. I think I could demonstrate it far better by showing you the records; I have them here in detail.

1761. But to provide that really does involve a great deal of work, you say?—What I have in mind, of course, is the consolidation of the Development Plan in the ordinary recurrent expenditure of Government, because in a few years' time it is going to be part of our recurrent expenditure, and instead of having automatically, say, four doctors paid under our original budget and four doctors paid under the Development Plan, we shall have to have separate vouchers, separate entries, and so on. Let us consolidate the whole thing; that is our view.

I would like some information about consumer goods. You seem to lay a great deal of stress upon the necessity for consumer goods here. We have heard a good deal of evidence about consumer goods in England, and my first impression here is that there are very many consumer goods available. What kind of consumer goods have you in mind, or is the fact that the prices are really the bar?—I am not an expert on this, but I should say mainly cotton textiles and kerosene, the first item being the more important. I understand the Director of Supplies is going to be a witness, and he will be able to give you more information.

Chairman.

1762. Could he be warned that that question will be addressed to him?—I have already warned him.

Mr. Edward Davies.

1763. Mr. Savage has told us that there are three tiers in this financial set-up, as

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I understood him; that is to say, there is revenue raised locally for the use of the native authorities for native administration; then there are the Houses of Assembly; and then the Legislative Council. You were at pains, Sir, to ask whether any taxes were imposed in the sense that we know them under local government, and I should like a little more information about that, although I imagine we shall get more as we go about the territory. How do we apportion any money from a central fund to the regions? Is it done on a capita basis or after discussion? Can Mr. Savage tell us that?—That would require a very complicated answer, but briefly the revenues of Nigeria are divided arbitrarily into local revenues and allocated revenues. When the amount of money required for central Government purposes has been determined, the balance is divided amongst the three regions, the North, the West and the East, in theory in the proportion which the locally obtained revenues bear to the total; in other words, if the proportions were five, three and two (which is ten in the local regions) the amount available for allocation should be divided in the same proportion—five, three and two—but we have only just started the new financial arrangements under the new Constitution and it is a fact that the allocation to the North is less than they would get under an ideal allocation. We are working towards the point where they can be given and should be given the true proportions of the available balance of revenue. I think it would be helpful if I prepared a short memorandum on this.

Chairman.] Thank you.

Mr. Edward Davies.

1764. So that we can assume that in the native administration there is likely to be a great variety, and that the methods of collection would be vastly different and the incidence of taxation would be different?—Quite different.

1765. Have you complete control of the methods of raising and disbursing the revenue?—Under each Chief Commissioner, yes.

1766. It is done on advice, or . . . ?—It is done by approval.

1767. You referred, Mr. Savage, to the revenue which was likely to come from the primary products, and in that connection you mentioned cocoa, oil-seeds and so on. Is it your view that the industries would lend themselves to some complete re-organisation in such a way as to lift up the standard of life generally, or has the alienation of land difficulty been in the way of such progress?—I cannot answer the second point. As regards the first point, we are already trying to do that in those stabilisation funds with oil-seeds boards,

cocoa marketing boards and so on. It would help the Sub-Committee if a short memorandum were given to the Sub-Committee on the question of the appointment of these marketing boards.

Chairman.

1768. Also, in your evidence you did mention the fact that the world prices compared with the prices fixed for products here showed the Nigerian prices in an unfavourable light.—Prior to this year, I said.

1769. Perhaps you could add that in, because it is germane to the same matter.—Yes.

Mr. H. D. Hughes.

1770. Are there any figures for total national income and expenditure?—None at all.

1771. So that it is impossible to say what proportion of the national income goes through your body?—It is quite impossible to give any close estimation.

1772. Have you any approximate figure?—I would not care to give an approximate figure.

1773. You mention surplus balances. Could you give us a figure for those?—By the 31st March of this year I estimate that the surplus balances will amount to about £9 millions in our Revenue and Expenditure Account. We have also a Reserve Fund of £1½ millions.

1774. Could you tell the Sub-Committee something more about the terms and purposes for which loans are proposed to be given from those balances?—It is a proposal which I put forward and discussed in the Legislative Council recently. Briefly, it is this, that we should use a part of that money for development in Nigeria and not place the money abroad for investments. If there are schemes which cannot be covered by the provision of £½ million annually in the Development Plan, then it is my belief that we should use part of our surplus balances.

1775. But are those loans going to be available, for example, to peasant farmers, to co-operative societies, or in what way?—Definitely to all those people.

Sir Peter Macdonald.

1776. I would like to ask Mr. Savage something regarding this burning question of capital goods. Has the Colony tried to get capital goods from any other countries within the British Empire outside of Great Britain—South Africa for instance? And have you any difficulties in obtaining them?—I understand the policy is that our applications for capital goods are all centralised and collated for the Colonial Empire in London, and if we were directed to obtain them from elsewhere we would do so.

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1777. And all your recruitment of staff, purchase of consumer goods and capital goods goes through the Colonial Office?—I believe so.

1778. Or through the Crown Agents?—Through the Colonial Office and the Crown Agents. I do know that the Colonial Office has representatives in the Dominions and that they do advertise there. It is quite useless, I think it is agreed, to advertise, say, in Canada for staff because the standard of wages is so much higher than it is in the Colonial Empire.

1779. Are you satisfied that this method of recruiting your staff and purchasing your capital goods through the Crown Agents is satisfactory, or have you thought of having your own Agent in London?—I think that is a matter to be considered when we get back to normal times, but not now. I feel that if Nigeria opened an Office in London at the present time we would not have the same opportunities open to both the Colonial Office and the Crown Agents.

1780. On the other hand, the Crown Agents have got to apportion out any capital goods or staff available between 14 or 15 administrations. Do you think this colony is getting its fair share of the pool?—I think we are getting a fair share in relation to the salaries which we offer. You see, a person in England will willingly go to East Africa, but he hesitates to come to West Africa if there is very little difference in the salary level.

1781. I think that is true, but why is that? Is it because you have not advertised the merits of West Africa and that they have got an idea that service here is inferior to any other part of the Colonial Empire?—I think West Africa has a bad name climatically, and I think the average expectation of life in West Africa is far less than, say, the average expectation of life in the Pacific zone.

1782. Is that justified?—I believe medical statistics do support that opinion as regards the expectation of life.

1783. Does that apply to Nigeria generally, or to certain parts of Nigeria?—I think people think in terms of Nigeria generally.

1784. Is it likely to have a large effect on the recruitment of staff?—Oh yes, although I do agree with what the Chairman said, that if you provide a large enough incentive people will go anywhere. For instance, at the moment we are trying to get statisticians and we are offering up to £1,300 a year for an assistant statistician, somebody with, say, five to ten years' experience; whereas the United Africa Company are quite willing to offer and pay £2,000 a year. If we offered £2,000 a year to assistant statisticians every other Department would ask for similar treatment.

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Chairman.

1785. I want to interrupt Sir Peter Macdonald's questions for one moment. Are the terms of service for civil servants in West Africa exactly the same in every particular as the terms of service of civil servants in every other colony?—No, Sir. There are differences as regards tours. In West Africa we have a tour of 12 to 18 months; in Hong-Kong it is 2 to 3 years. In West Africa under the new salary scheme rental is charged whereas elsewhere quarters are rent free, but the value of quarters has been consolidated in the new salaries. In the old days a person who came to West Africa served on a pension constant of 1/40th for every year of service. If he retired after twenty years his pension was 20/40ths of £600. In another colony he would earn 20/50ths of £600. In the Home Service the pension constant is 60ths. A few years ago (I am not aware of the actual reasons) the pension constant in West Africa was lowered from 40ths to 50ths. So that a man in London offered an appointment in East or West Africa sees that the pension constant is the same whether he goes to East or to West Africa.

1786. Are you aware that in regard to the terms of service of the private enterprise people, like the United Africa Company, they have special pensions so that a man after service here can be retired at a much earlier age than a similar man employed in any other place? Do you think that if there was a preferential retirement pension scheme for civil servants in West Africa, coupled with increased leave—compulsory leave at home—that would be an attraction to them?—We have under consideration the question of retirement after 10 years' service with a gratuity. That is, people who come into the service and after they have given ten years service should have the opportunity of retiring. At the moment if they retire after 10 years' service and are under a certain age they have nothing. But I do not believe that that proposal would in itself be sufficient incentive to them. I think the improvement of the pension constant would be an incentive. On the question of short leaves, or leaves after short tours, I do not believe that the average civil servant could afford to go to England after a short tour. I can speak with some wide experience of these personnel matters because I have dealt with them for 20 years. It is no use asking a man to take a leave after a short tour if he has a wife and children, particularly at the present time when he would have to stay at a hotel in England, and the hotels in England are very expensive. Where private enterprise scores is that they give the man a house; they give him servants; they give him light; they give him fuel; in fact they give him everything they can

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and so pay less income tax to the British Government.

1787. I think it would be very helpful if you could give the Sub-Committee a short paper and ascertain in what are the corresponding details of terms of service of other Europeans serving in firms in Nigeria.—I will do that, Sir.

Sir Peter Macdonald.

1788. Regarding the question of land tenure, have you any documents explaining what the methods of land tenure are?—I will obtain that information and send copies to the Sub-Committee.

1789. Have you tapped services like the I.C.S. and Palestine, for instance, for staff?—As regards Palestine three months ago I sent a complete schedule of every vacant post here with the salaries and terms of service and so on, and we are hoping to get a number from Palestine, but the number of ex-patriate officers in Palestine is very small indeed. In the administrative Service there we have probably about 16 officers. In statistics I hope to get some people from there. I have had two replies, but neither will come here because it is West Africa and they have children. As regards the I.C.S., the Colonial Office have taken quite a large number of people from the I.C.S. and we have one or two here.

Mr. Parkin.

1790. Is it broadly true to say that your Development Plan is approximately as it would have been in any case if there had been no grant forthcoming from the British Parliament?—I think not, because it would have been impossible, in my opinion, to have adopted a Plan of that magnitude, particularly in the early years now, without some assistance.

1791. But even if you had not been able to envisage getting a plan done within ten years, would not it nevertheless have covered the same broad lines?—I believe so.

1792. And would the priorities have been roughly the same?—I believe so.

1793. You would have put the same emphasis on social welfare, education, health, and so on?—I believe so.

1794. That is, developing the resources of the country in terms of human beings first, as the basis of a proper economic development?—As I said earlier, I do not think that you can deal with the Development Plan as something separate and divorced. I believe that our Plan of expenditure in this country, which at the present time reflects 24 per cent. on social services and 22 per cent. on economic development is fairly well balanced. We do propose to provide additional funds for

encouraging the small man, particularly in village crafts and so on.

1795. But that 22 per cent. would be wasted without the 24 per cent. for the people who will work it?—Exactly.

1796. Coming back to the question of accounting in these detailed returns to London, if the broad lines of the Plan would have been the same in any case, I take it that your point is that it is unnecessary and ridiculous to try and dissect out the parts which should be put under the heading of the Colonial Development Plan. Is that so?—What I have in mind is this. If the British Government are prepared to trust us with £24,000,000 over ten years—I know it cannot be done as crudely as that, but—

1797. I thought you implied a criticism of our own methods of Estimates?—No, indeed I would welcome that in this country.

1798. But you already do it. In this document which has been laid before us you do dissect out items such as £100 to pay the transport expenses of sports teams and £150 for policemen's motor-cycles?—I can assure you that I would welcome the British system, whereby Parliament is given the first page of this showing the expenditure under heads, but in normal accounting you have to take the people through it slowly, and although I think that in ten years' time we shall get away from these details of £100 and so on, at the moment that is the way the people are learning.

1799. Of course, we have not got away from it ourselves. That is the reason why the Estimates Committee was originally formed. What I am leading up to is this. Would it help you at all if the grant by the British Parliament were a percentage grant and not a block grant? Would it be possible to come to an arrangement by which the resources available from Britain took the form of a percentage grant?—I do not think that would be practicable at present for if a scheme is put up costing say £½ million, at the present time we may not be able to bear a percentage of that. In fact a number of these schemes are based on the current cost being met by the British taxpayer in the first few years. Once the scheme is put up to the British Government and it is accepted that the British taxpayer will pay so much over a number of years, let them pay it. They must trust us that we will not use that money for some other purpose.

1800. But will that not then emerge in detail in your own estimates?—No. Under the heading "Medical Services" on page 98 of the Estimates, the post there is: One Director of Medical Services; one Deputy Director of Medical Services—in fact I think there are three or four Deputy Directors of Medical Services, and to find

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them you have to trace through the Development Plan at the end of the book.

1801. I think I had an emphatic "No" to my question as to whether a percentage grant would be useful?—Not emphatic. I believe that would be the right way to approach it.

1802. But you are complaining now that the Estimates are made ridiculous by being torn into two pieces?—Not ridiculous. I believe there is a waste of manpower on paper, printing and so on.

1803. And if you could get them all in one there is no reason why they should not, since you have agreed that you would have had the same plan over a longer period of years in any case. Can I follow that up by asking how much flexibility there is in your Government service to meet changes in development plans from other than British sources, for instance, the Colonial Development Corporation and the Overseas Food Corporation? Suppose, as a result of the Clay Report, the Overseas Food Corporation were to take up a scheme in a certain area, do you think that would increase or decrease your liabilities? Would it alter the principle and would it make it necessary for you to speed up certain of your own development in that area, or would it relieve you of that?—I think briefly the answer is "both." I think some things we should have to speed up—Police services and so on.

1804. What about roads, for instance?—If they were not available they would have to be made.

1805. What line would you take with the Corporation who came along: would you say "You want the roads—you make them"?—No, we would welcome them and give them all the assistance we could.

1806. You would in any case be asked to use your technical manpower?—Yes.

1807. So it would need a switching on your present scheme, even if the financial burden were carried by the Corporation?—I hope that in any big schemes they will bring their own technical staff.

1808. That is a very important point to make, I think?—We will, of course, make available as far as we can the manpower of Government to assist.

1809. Are you saying that you could not in fact provide technical staff?—We have not got sufficient technical staff for our ordinary programme.

1810. That should be made clear to any Corporation who wish to do that?—Yes, and that is made clear. Only yesterday I was dealing with half a dozen schemes which are going up to the Development Corporation, and in each scheme it is asked whether technical staff was available.

1811. And you think that with the present mechanism both in your Government and in ours you could make the necessary adjustments reasonably quickly?—Financial adjustments?

1812. Yes?—Oh yes, there is no difficulty because about the 28th March the British Government credit to the Crown Agents to our account with an approximation of what we believe we are going to spend on colonial work.

1813. And also is the administrative side flexible enough, if it were necessary to change the emphasis fairly quickly to meet a new scheme?—Oh, yes, we can use that.

1814. You can do that all right under the present arrangements?—Yes.

Wing Commander *Hulbert*.

1815. In reply to Sir Peter Macdonald you said you would give us a paper on land tenure. Can you tell the Sub-Committee in a few sentences what the position is now?—It is a matter for an expert to answer.

1816. The Chief Secretary told us that there is criticism of the delays in carrying out the plans. What action does the Government here take to explain to the African the difficulties of meeting demands for materials and so on?—I think every administrative officer explains that to the people. I know in the last three weeks in the Legislative Council practically every head of Department who came before the Select Committee was asked the same question—"Why are not you getting on quicker than this, and what steps are you taking to get more men and materials?"

1817. Is anything done by means of broadcasting, for instance, to tell the man in the field and the man in the street?—We have not got a broadcasting system in Nigeria which would cover the whole of Nigeria. I think more can be done by word of mouth by administrative officers than by broadcasting.

1818. What does the Government here do to make the African realise that the success of these Development Plans depends on his playing a very big part, including the financial side?—Again, we have done it in every way possible through the administrative officers, through departmental officers way out in the field.

1819. The African is not under the impression that everything is going to come from the British taxpayer; he has been taught to believe that he has got to make some personal contribution?—He has, indeed, but the average African of the bush has no idea from where money comes. He thinks that as Financial Secretary, I just turn a machine and there is money, and over the last two budget sessions I have pointed out that every penny which has

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been spent in this country other than from the votes from the British taxpayer is provided by the people in this country.

Chairman.] There are people at home who do not understand it, so it will be a long time before they do here.

Wing Commander *Hulbert*.

1820-21. To come back to your staff problems, you say you applied to the recruitment branch of the Colonial Office. How do they assess the relative needs? Assuming there are five statisticians available, how do they allocate them between you and the Far East or East Africa?—I believe that the Colonial Office do give Nigeria priority where they can, but when a man applies for employment he puts down the particular colony in which he wishes to serve, and from experience we find that the West Coast of Africa generally comes very low on the list. A man might put down Kenya or Fiji first, and then possibly Uganda and Northern Rhodesia, and then at the bottom the residual item will be the West Coast of Africa.

Wing Commander *Hulbert*.

1822. A man already in the Service can be transferred to another country, presumably?—Yes.

1823. Are you helped out here by transfers made by the Colonial Office?—Yes, there are a number of people who have been transferred to Nigeria from other colonies; on the other hand, there are a large number of people who have transferred from Nigeria.

1824. However, at the present time there is no possibility of any pull in regard to the transfer list in your direction?—I do believe that the Colonial Office are trying to give Nigeria priority because of its important position, both in terms of human beings and in terms of area, in the British Empire.

1825. In the Colonial Service there is nothing in the nature of a staff course or staff college, I take it, for broadening experience and knowledge of different parts of the Empire?—There are courses provided and in the last year or two I think under the Devonshire Report there are many more opportunities now for officers, before appointment and after appointment. After a man has done, say, three or four years he then has the opportunity to go to one of the universities for two or three terms, or even longer, and there are special courses during vacations for Colonial Office officials. A lot has been done on that in the last two years; a tremendous lot, in fact.

Mr. *Edward Davies*.

1826. Arising from what Mr. Savage said about the sense of frustration which is felt

at the difficulty in getting consumer goods and capital equipment, I seem to recollect that Sir Hubert Walker, when he gave evidence before us in London, referred to the advantage which was enjoyed, as he seemed to convey it to us, by the private undertakers; indeed, he said that much equipment had to be bought at advanced prices which was not directly available for the Crown Agents or the Colonial Office. Could Mr. Savage tell us, out of his experience, if he has met this disparity between supplies to private undertakers as distinct from these direct supplies to the Government?—I have not met it, and I think the Director of Public Works would be better able to answer that question.

Chairman.

1827. We are very much obliged to you, Mr. Savage; we shall undoubtedly be calling on you again. I would like to ask you this before you go. In the estimates for 1948-49 for the various regions increases in establishment are indicated, and I should like to know how many are to be filled by Europeans and how many by Africans. You do not—quite rightly—distinguish between the two, but obviously a large proportion of them are African. You tell us now that you are very undermanned for the central services. What is the purpose of passing an estimate for increased establishment in so far as your African personnel are concerned if you cannot recruit from the centre?—I think that summary covers both African and European appointments. From a budgetary point of view I consider it is important that, although one cannot get the bodies, they should be provided for in the budget, (1) in case you do get them, and (2) you have got to cover that amount of recurrent expenditure in the future, and so it is a good thing to cover it now.

1828. Yes, but you see, in answer to a question put by Mr. Parkin, you said the normal course of development in the Colony would have necessitated an increase of staff anyhow, would it not?—Yes.

1829. On top of that you have this Development Scheme and what I call these "grandiose" schemes, and we have had a good deal of evidence at home about that, but what do you think will be the position at the end of ten years, say?—I do believe that within two or three years there will be the opportunities, with the men and materials there, far more than there are now, and that a number of these schemes will be operating within a ten year period, but not all of them.

1830. Of course, you are aware, are not you, that from the point of view of the Sub-Committee there is a tag on all of this money: it has got to be spent within a period of years?—If I may say so, with respect, I know that that is the present policy of the British Government, but I do

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not believe that they can continue with that policy.

1831. You think it is a dirty trick, in other words, because it would commit you to considerable annual expenditure and we all know it cannot be completed in ten years and you will be left to hold the baby?—Not only that but the British Government, for reasons of other policy, have diverted those consumer and capital goods elsewhere during the first few years of the Plan, and how can they say, at the end of ten years, "You must forget about the first three or four years"?

1832. That is your idea of what will happen, but we are dealing with hard-hearted estimates, and one cannot anticipate anything happening after a certain period of time. I agree with you, per-

sonally, but I think that is a great mistake, to humbug either the British taxpayer or the Nigerian?—If I may say so—though you said we must not talk about policy—it would be good policy for the British Government at once to say that the period is being extended and that the £120 million will be spent.

Chairman.] That is exactly the point I wanted, because the frustration—which has already been mentioned—might cause something quite different and we might be accused by the Africans of having led them up the garden path and then left them, and I think, with the present feeling of everybody in Africa and everywhere else in the world, you do not want to encourage discontent at the present moment. We are very grateful to you, Mr. Savage, and we shall see you again.

Mr. Foot, Mr. Savage and Mr. Marshall withdrew.

Chairman.

1833. Now, Mr. Pleass, would you in your own words give us an outline of your work, and also tell us which portions of the subject you think should be dealt with by Departmental Officers, either this afternoon or to-morrow?—(Mr. Pleass.) Well, Sir, I could talk for a very long time on the Development Plan and I would like to start off by saying that the first thing I wish to do is to underline the evidence of the Financial Secretary, with which I am for a great part in complete agreement. You have heard in broad outline the economic policy, and I propose to confine myself to the Development Plan, trusting that the Sub-Committee will ask me any questions they may wish. The broad outlines of development work in Nigeria are those laid down in the Plan of Development (of which a copy has been supplied to all Members of the Sub-Committee) which was approved by the Legislative Council, and, as you will observe, it is a volume of some 150 pages. It will be plain from the magnitude of the Plan and the variety of its details (and, indeed, from the size and diversity of the territory which it is designed to serve) that it would be quite impossible for me to deal with the Plan in detail. It will, I trust, however, be useful if I offer some comments on the basis of the Plan, some explanation of the difficulties so far encountered in carrying it out, about which the Sub-Committee has heard a great deal already, and some account of the progress so far made under it. The core of the Plan is the expenditure of the funds made available to Nigeria by His Majesty's Government under the Colonial Development and Welfare Acts, but, as has been explained, the Plan is not limited to that extent; it seeks to provide for the planned expenditure on social and economic development of, firstly, the sums made available annually for specific

developmental purposes from the revenues of Nigeria, secondly, from the free grants from the Colonial Development and Welfare Funds, and, thirdly, from moneys allocated from the loan which will be raised for this purpose under the Development Loan ordinance which was passed by the Nigerian Legislative Council and pending which the expenditure is defrayed from advances from Nigerian funds. The Plan is a co-ordinated, integrated Plan, although it is paid for from those three sources, and, in order that the share which Nigeria is taking in its own development from its own resources may be clearly shown, the expenditure from Nigerian revenue on objects contained in this Plan is shown under a special head in the estimates for 1948-49, of which the Sub-Committee have a copy—it is head 50. On page 131 of this blue book there is a summary and on page 133 there is a detailed summary of the Development Plan expenditure in this year's estimates, showing the expenditure from Nigerian funds and from Colonial Development and Welfare Funds and from loan funds; and on the right of that page is a brief description of each scheme. I would like, however, to make it plain that the ordinary departmental estimates of expenditure provide for an expansion of existing social and economic services which is of great importance and which is on a scale undreamt of only a few years ago. That expansion tends to be secured by the expansion of services specially provided for in this Plan, although the two cannot really be divorced, as the Financial Secretary has said—they are all one. It was, of course, essential that there should be a specialised control within the central organisation of the Government of matters concerned with grants from His Majesty's Government, but the word "development" extends to a multitude of matters

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which are not the direct object of such grants. Some of these schemes are paid for entirely from Nigerian funds, and I would like to stress that the particular attention inevitably directed to the development estimates should not prevent an appreciation of the progress achieved through normal departmental activities. Details of expenditure under each scheme within the ten year plan have been prepared for Members of the Sub-Committee, with a break down under personal emoluments and special and capital expenditure, and I have them here ready for circulation. (*Documents handed in.*) The additions are not here, but they will be added up and cyclostyled today. The Plan provided for the expenditure up to the 31st March, 1948, of approximately £8 millions. The actual expenditure up to the 31st March, 1947, was about £1½ millions and the revised estimate of expenditure during the past year was £3½ millions—that is only a revised estimate; the accounts have not yet been closed. We have therefore spent somewhere in the region of £4½ millions, the bulk of it upon road development and rural and urban water supplies, electricity, technical and general education, agriculture and medical services and the building programme necessitated by those services. The reason for the under expenditure is very simple: it is the shortage of staff and materials, from which Nigeria, in common with the rest of the world, is suffering. It is not to be denied that these words, "shortage of men and materials", have had to be repeated so often to the people of Nigeria that they have themselves become the object of criticism; but you will, I am sure, appreciate only too well the inevitability of delay and disappointment in long term planning, when the lack of skilled men and of materials is prevalent throughout the world. I would like to give one or two examples of the shortage of staff. We have completed 656 miles of trunk roads and feeder roads and have in hand a further 261 miles, but only 8 of the 17 engineers provided for in last year's estimates have been appointed and only 15 of the 31 Inspectors of Works. Had we had the whole number, the full staff, we could have done a lot more, of course. Nigeria is in the main, of course, an agricultural country, and one of the most important schemes under the plan is the Agricultural Development Scheme, but skilled agricultural officers and skilled staff are almost impossible to obtain, and we have filled none of the eight posts of agricultural officer and none of the six posts of agricultural specialist provided in last year's estimates. There is no need for me to say any more about the shortage of materials—the Financial Secretary has stressed them already—but I would like to say that our requirements have been

vigorously represented to the Colonial Office, and in the month of February two officers, one from the Central Economic Planning Staff and one from the Colonial Office, visited Nigeria to examine our capital equipment requirements for the next twelve months and in broad outline for the next two years after that. They compiled a report, which they have taken home.

1834. Who were those two people?—Mr. Croom from the Central Economic Planning Staff and Mr. Harding from the Colonial Office. As to the progress which has been made under the Plan, for information as to the detailed progress I would suggest that the Sub-Committee should ask the heads of Departments who are here and who are the heads of all the big Development Departments; and I would merely like to mention one or two others I have already mentioned. First of all there was the road mileage, and certainly the next most important of the needs of the country is undoubtedly the provision of good water. Under the rural water supply scheme the bulk of the work has been done in the past year in the Northern Provinces, where the need is greatest. At the end of the calendar year 1947 599 wells had been completed throughout the country, and 137 more were under construction, while 163 other sources of supply, such as small dams with tanks underneath them, have been completed.

1835. The figure we were given about rural supplies was a total cost of £4,200,000?—Over ten years.

1836. And urban water supply was £4,060,000. That makes a total of over £8 millions. From what you have just said it appears that only a very small amount has been done?—Oh, yes, that is quite true.

1837. And therefore the figure of £8 millions which is dedicated to water supplies is vitiated to some extent by what the Financial Secretary told us—increasing costs?—Yes.

1838. These figures have not been weighted for that increase at all?—No.

1839. So the Sub-Committee must assume that instead of £8 million it will be more like £12 millions or £14 millions?—Yes.

1840. What percentage are we to add to all the figures being given to us by the Colonial Office? I refer particularly to M.12 which gives a total of £5,327,000, and I want to know whether if we gave you the copy of this, you would be able approximately to correct it and weight it for increased cost?—Yes, I think so; approximately the increase would be 20 per cent

1841. I notice in the Clay Report a most astounding figure is quoted for the cost of boring. How is it possible to justify a

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cost of £2 10s. od. per foot for boring?—That is a question which I should prefer was asked the D.P.W.

1842. I would like whoever is responsible to give us an explanation of that outrageous figure, because it is outrageous unless there is some very great peculiarity. You will be well aware of what is the cost of boring on the Rand, and the cost quoted for Nigeria is quite fantastic in relation to it. The figure is in the report, and I should like a very thorough investigation to be made as to why Mr. Clay arrived at that figure, because if everything is going to be done at that rate we shall find that we are unable to afford anything eventually. Therefore we will give you a copy of M.20 and you can weight it; but it is rather a serious thing to think of. All the evidence you are giving us now on that basis is that instead of 53 million the total will be nearly 65 millions?—Yes—20 per cent. increase, I think.

1843. It will not be 20 per cent? If you are going to charge £2 10s. a foot for boring—taking the ordinary rate of boring in the United Kingdom—that is a ridiculous figure. I do not know whether all your estimates are based on detailed figures of that kind?—I am not sure. Do you mean for the whole plan?

1844. I mean for everything. I only quote that as an example of something I happen to know about.—Yes.

Mr. *Edward Davies*. Would not it depend on what the original estimate was?

Chairman.

1845. That is exactly what I am asking you—whether the figure of £4,200,000 for rural water supplies is based on the cost of boring at £2 10s. a foot?—I can find out.

1846. You see, it will vitiate all the figures?—Yes. Under the urban water supplies scheme, by which 70 per cent. of the cost of the installation has to be paid by the local authority, or the people who are receiving the water supply, considerable progress has been made in the way of investigation; but the scheme, of course, since it deals with much larger individual projects, is more seriously affected by the lack of materials, and the projects are in most cases of a size which demands a lengthy investigation before work can actually commence. In one project three investigations have been made in order to find the cheapest method of providing the water. I do not think I had better go on giving the details of each scheme but I should be very happy to afford the Sub-Committee any details desired which they may wish to ask for. I would, however, invite attention to one large-scale project which has already been completed and which will now disappear from the Estimates; that is the scheme for anti-malarial measures in and around Lagos. The provision of funds from

the Colonial Development and Welfare Vote enabled a scheme to be undertaken which, very necessary as it was to the health of Lagos as a port and the headquarters of the country, was on a scale quite beyond the resources of the local township. The scheme has been completed and the municipality is assuming responsibility for the routine maintenance of the scheme. There is one other scheme which I should like to mention; it is entirely financed from Colonial Development and Welfare Funds and is of considerable importance to many other schemes; that is the scheme for the engagement of development officers, who are appointed to relieve administrative and technical officers of routine work, to undertake subordinate office and field work, and to supervise in the field the execution of development schemes, and to help in the training of subordinate African staff in the field. 72 officers have so far been recruited under this scheme, and I think the best way in which I can show the Sub-Committee the variety of the tasks undertaken by them is to circulate a posting list of each of the officers and the scheme he has been posted to; and I will do that.

Chairman.

1847. Thank you very much.—I do not think I have a lot more to say.

1848. We are going to have the benefit, I understand, of your company when we travel round the country. May I just ask you one or two very leading questions. Do you attach or do not you attach importance to the work done by private enterprise so far in Nigeria? In other words, should a situation arise which would necessitate shutting down private enterprise, what would be the position of Nigeria?—We welcome private enterprise.

1849. What proportion of the development of Nigeria can you put down to private enterprise, and should a situation arise in Nigeria which would cause private enterprise to "up stick and be off", what would be the position of the colony?—We certainly could not develop this colony to the maximum without private enterprise, and we want to encourage capital and managerial skill to come into this country.

1850. Do you consider that the present conditions in Nigeria are attractive to the investment of private capital for the development of the colony?—I think they ought to be. I can only answer that by saying that if I were allowed to I would invest my money in Nigeria in private enterprise.

1851. Do not you think the time has come when any future private enterprise ought to be of such a nature as would welcome the co-operation of the African?—Definitely, yes.

1852. Do you believe that such private enterprise as is now established, where that

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is not the case—that it would be wise from their own point of view to take such steps as are open to them to try and use the Africans, both from the point of view of encouraging their investment in it and their active co-operation?—I do.

1853. To what extent is private enterprise here responsible for the means of transportation on which the whole life of the colony depends? It is understood by this Sub-Committee that all your schemes—I say advisedly “all your schemes”—are dependent on transport conditions improving. That is true, is it not?—The need to improve transport is great, but I would not go as far as you go.

1854. How far would you go?—At the moment, as I think the Sub-Committee is well aware, we cannot evacuate all our produce month by month because of the shortage of railway rolling-stock and the condition of the track. There are vast areas in this country, particularly in the north and in the Cameroons, where there are no roads. Easy communications and road access are essential to improve the health and physique of the people and to bring in education and all forms of social welfare.

1855. May I put this to you: it is the obvious responsibility of Government to see that transportation is in a proper condition?—Yes.

1856. The Government are responsible for the railways?—Yes.

1857. They are responsible for the roads?—Yes.

1858. And the railways are in a deplorable condition, not through the fault of the people here, but they have simply not been able to get the materials. Therefore if this Sub-Committee can do anything to assist you in obtaining the necessary materials to put the railway in order, that, I take it, would be one of the biggest contributions we could bring?—Undoubtedly.

1859. But as regards the question of inland transport, of which we have had a lot of evidence, that is entirely in the hands of private enterprise, without any control by the Government at all?—In so far as the river fleets on the Niger and the Benue are concerned, yes. But in relation to motor transport—

1860. River transport: let us stick to that; river transport and inland water transport. I suppose that the Government ought to be responsible for seeing that the communications are all right. Do not you think the time has arrived when there ought to be some form of governmental control over the operation or the conditions of operation of transport on the Niger? I am asking for your personal opinion. I do not want you to give a Government statement; that would not be fair.—My own purely personal view is that the whole of

the transport of this country should be considered as one co-ordinated and combined whole. The two main railway lines run north and south, approximately, from Lagos to Kaduna and from Kaduna to Port Harcourt. In the country between those two lines the easiest means of evacuation is by water and road, and I think all the transport of the country ought to be controlled by the Government; but that is a purely personal expression of opinion.

1861. That is what I want to get at, because you would admit, would not you, that it would be waste of money to spend a good deal of money on development schemes unless the product of such development schemes can be removed in a fit condition for shipment?—I would say that.

1862. What about the position as regards petrol and motor spirit in this country?—It is in very short supply at the moment and is strictly rationed.

1863. Are you satisfied that the small peasant-proprietor, who is growing groundnuts and other things, is able to obtain the licence which is necessary for him before he can get petrol to bring his groundnuts to the railway or the river?—The groundnuts are bought at buying stations all along the road, and there is a flat-rate price; and that has resulted in an increase in the groundnut crop from the far Bornu province, for example, where there is a road haul of 360 miles to the rail head. The groundnut production at Bornu has increased approximately from 5,000 tons to 40,000 tons in the last five years. I cannot give you the figures accurately, but I am sure the Director of Commerce and Industries can.

1864. The point I want to get is this. It has been reported to us that shortage of petrol as well as shortage of rolling-stock on the railways is going to be the limiting factor in the development schemes for the peasant proprietor to convey his produce from the railhead or depot. Is that true or is it not?—At the moment I should not think it was.

1865. So that we can discount any necessity to improve motor spirit supplies to Nigeria?—No, I would not go so far as to say that.

1866. Well, here is your chance. Say what you want to say?—At the moment a system of route permits is in force for all motor cars and lorries. We are only referring to lorries in the evacuation of produce and for the carrying of passengers. There is no doubt that passenger transport is hampered; the first priority is the evacuation of produce. I think it probably is true to say that if there were more petrol, more produce might be brought in, but I do not think it would be a very great deal more, because our attention is directed to ensuring that all the produce, in so far as we can do so, is evacuated.

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1867. We have had evidence from Sir Hubert Walker, who is a very good witness, is not he?—Yes.

1868. And his knowledge of these things is pretty good?—Encyclopaedic as regards Nigeria.

1869. Of Nigeria he said "Don't bother about development of the roads; that is going ahead; we are doing what we can. There are only 10,000 lorries and there is insufficient petrol to keep them on the roads, and therefore by the time you get more petrol and lorries the road programme will be further on. Therefore the road programme is not so urgent as some others". Is that your view?—No, I do not think it is. I would regard the road programme as important, because it is essential to open up backward areas of the country. Until you open up those backward areas you cannot have hospitals or dispensaries.

1870. It is the question of the time factor. I am not questioning the fact that you have got to open up roads, but Sir Hubert said that the progress they have made has been very good?—It has. I am not disputing that.

1871. But we have also had evidence to say that if you are going to develop this area and that area with groundnuts you must provide the roads by which the material can get from where it is grown to the rail-head or to the river. That is true, is it not?—Yes.

1872. Having got that, are we then going to be told "It is all very well but we have not got enough petrol for the lorries"?—The production of oil-seed is an A.1 priority, and I do not think that shortage of petrol would be allowed to stand in the way of the evacuation of oil-seeds.

1873. I want to ask you this. We shall probably get this confirmed from the railway evidence, but you are aware of the enormous amount of petrol consumption now at Kano airfield? I was told that the number of tank wagons available had reached the limit; that the extra traffic of the returning tank wagons to be re-filled down here is causing a considerable extra burden upon the capacity of the railroad. Now you are developing these groundnut areas and you have no means of getting the petrol to the spot except by that already over-loaded railway. Is anybody working out what the extra traffic falling on that single line is going to be in conveying petrol from the port up to those areas? If so, let us have the figure of it?—I cannot answer that question.

1874. We have had masses of evidence and till I got to Kano and was told that, it has never appeared in any estimate that I have seen. If you are going to develop the airfields at Kano, you will require more petrol. The amount of petrol required is very heavy now and the number of movements is going to be increased from 300

to 450. The number of tank wagons is only just sufficient for the present, and in addition to that you have these big areas being developed where petrol will be required. The question is: are you satisfied that the capacity of the railway is sufficient to take care of all that; and when we get evidence in regard to the railways shall we have the answer?—Yes.

Wing Commander *Hulbert*.

1875. You said that certain of these schemes are entirely financed out of Nigerian funds?—Yes

1876. Could you give any percentage of that?—Do you mean in proportion to the whole?

1877. Yes?—They are very small. I can work out the percentage.

1878. Just roughly?—It is certainly not more than five per cent.

1879. To what extent in these development schemes have you been able to use Africans in supervising jobs? How do you do that to relieve your shortage of staff?—For example, all through the technical departments there are Africans in the junior appointments. It is the African service.

1880. Up to what rank have you been able to train them so far?—Well, there are African medical officers, for example.

1881. You were saying you were short of nine, I think you said in one case?—We do not train them under the Development Plan.

1882. You utilise them; but when you said you were short of nine in respect of railways or roads, did you mean nine Europeans or nine Africans?—Nine Europeans.

1883. It is not possible to use Africans for those posts; or they are not available?—No.

Mr. *Parkin*.

1884. You spoke of the anti-malarial measures. Is there evidence of the reduction of efficiency in the working population resulting from malaria? Have you any records of that?—I would rather that question were addressed to the Director of Medical Services; he will be giving evidence before you this afternoon.

1885. I see. He will be able to say whether it is intended to keep records of the improvement in the working efficiency of the population—independent evidence other than medical evidence?—He will be able to give you figures.

1886. Would he be the person to whom to address questions on the subject of distetic deficiencies in different areas?—Yes, he is the expert; I am not.

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1887. And that, too, is integrated with other aspects of the Development Plan, is it?—Yes.

1888. The likelihood of a lowering of the working efficiency of the population as a result of dietetic deficiencies?—Yes.

1889. The danger of catch crops being grown beneath other crops has been mentioned?—Yes, it happened in some places in the northern provinces the year before last.

1890. But there is a very small sum devoted in your Plan to ecology in forest areas? What is that?—It is the natural process of regeneration of the forest. I am not an expert on that. It is a botanist's job.

1891. Is that connected with this same problem of the alteration of the balance of crops?—No, I do not think so. The enquiry is confined to the dense forests of the Cameroons.

1892. Are we to conclude that some lucky man is going to get £5 a week for doing this arduous job? What does this figure of £250 mean?—The greater proportion of the cost of the scheme is being paid by the Royal Society.

1893. Now on the question of the roads again: how far is it intended that local communities should aid in the development of their own feeder roads?—The feeder road scheme is paid for as to 50 per cent. from Colonial Development and Welfare Funds and as to 50 per cent. from Native Administrative funds, which are the funds of the local community. They pay half of it.

1894. What does that expenditure consist of—almost entirely wages?—Almost entirely wages.

1895. And materials can be obtained locally, apart from bridges?—Yes.

1896. What are the main difficulties in planning roads? The country is not so difficult that motor transport would require roads very differently planned from the traditional ones?—It varies a lot. In the northern provinces except for the big bridges which are necessary in certain places, there are vast areas of the country which are quite flat, and roadmaking there is not very difficult. In the Cameroons, on the other hand, the country is extremely hilly; it is up like *that* and down like *that*, and roadmaking is extremely expensive and very difficult.

1897. But it is in these flat areas that you particularly want to develop communications for the small agricultural units, is it not?—It is in the flat areas in the north and in the Cameroons. The Cameroons are the worst part of the country for road communications.

Chairman.

1898. We have nothing to do with the Cameroons, because no portion of the Estimate is to be spent in the Cameroons.—Oh yes, it is.

1899. We were told that this is entirely in respect of Nigeria.—Well, the Cameroons are administered as part of Nigeria.

1900. But there is nothing in the Estimate at home to indicate any portion of it going to the Cameroons.—No, sir, because the Cameroons are always regarded as a part of Nigeria. It is administered as a province of Nigeria.

1901. But you are aware that as far as our Estimates are concerned so far no colonial estimate has been submitted of the same category as the trusteeship of the Cameroons. We may lose the Cameroons tomorrow by some edict of the United Nations and then the investment of the taxpayer in the Cameroons has gone?—We do not have separate estimates.

1902. You lump it all in one?—All in one.

Mr. Parkin.

1903. I want to get away from the Cameroons, because I want to talk about the parts of the country where it is easier to produce roads. The burden of my question is this: has any attempt been made to get roads constructed under local community organisation and effort?—The answer is that in certain parts of the country (one I can think of immediately is the Udi division in the Onitsha Province) the villagers have constructed a good many miles of road themselves for nothing as a communal, voluntary effort.

1904. It is an aspect of development which has obvious propaganda value?—Yes.

1905. The materials are not short, and the results can be seen most rapidly?—But it has to be handled very carefully, if I may say so, because otherwise it may easily come to be regarded as forced labour. Somebody says, "I did not want to do this work; I was made to do it."

1906. There is no community organisation that is capable of doing it?—The village council can organise it, yes, and, as I say, in many places they have done, particularly in the Udi division: they have built many miles of road (the Sub-Committee is going to Udi); but the people of Udi are particularly public-spirited and have organised it themselves.*

1907. Now, with regard to the textile development, that is very much under strength?—Yes, very much under strength, mainly due to shortage of staff. We are finding great difficulty in getting textile officers.

* See Appendix 5 to Report.

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[Continued.]

1908. It is intended, of course, not to model this industry on the industry of any other country but to develop it from the point of view of its local handicrafts. What sort of staff are you looking for, in that case?—Men who have a sound knowledge and a practical knowledge of the spinning and weaving industry.

1909. And who can look at it through local eyes, as it were?—Yes, and who can train the actual spinners and weavers.

1910. But you want machines devised particularly to suit local needs?—They have devised looms and a spinning wheel, and the Sub-Committee will be going to Oyo and inspecting the spinning wheels there.

1911. The spinning wheel is not expected to meet the needs of the loom, is it? Is it felt that there will be sufficient yarn available for that?—No. One of the proposals that we are putting up to the Colonial Development Corporation is for the establishment of a spinning mill.

1912. On a fairly large scale?—Yes.

1913. In the meantime is it intended to import yarn if it can be obtained?—It is imported at the moment; there is a large import of yarn.

1914. Now, on staff training, you spoke several times about the difficulties in recruiting. What sort of training is offered to a new recruit to the Nigerian service?—Do you mean in the administration or the—

1915. This is what I have in mind. We are fortunate in having arranged for us a very fine programme of three weeks and we know that has given you a lot of trouble to work?—Not at all.

1916. But how difficult would it have been to organise something similar for people in the Colonial Office who had only a very limited knowledge of Nigeria?—Do you mean a visitor or a person who was to take up work here?

1917. Both a person whose work in London would be concerned with Nigeria, for instance?—It could easily be arranged.

1918. But it is not arranged at the present time. Do people get a broad general picture quickly when they come into the country or do they have to learn slowly?—People employed in the country normally do not travel all over the country at once; they learn slowly; they are posted to a particular place for a particular job.

1919. What we want is to know how it is possible to get the sort of enthusiasm in the country which you are trying to arouse in us in three weeks, and which you yourself have assimilated in a rather longer period. Have you any suggestions to make about the training of staff in the Colonial Service?—I can talk on that for a week if I were allowed to.

Chairman.

1920. We call this the Staff College idea?—That is a pet idea of mine.

1921. That is very interesting. Can you let us have a paper on it?—In 1944 I met Lord Swinton and wrote a paper for him.

1922. Give us a boil down of it, because Mr. Parkin has hit on something to which we all attach importance.—If I might make a few remarks on that subject, I feel that in the case of all Departments—and particularly in the case of my own—an officer will spend ten or twelve years in the Provinces and the circumstances of the life inevitably tend not to encourage him to keep up his initial enthusiasm, and if he had a thing like a Staff College to look forward to and if he knew that his future career in the Service depended on passing a Staff College course, I think it would have a very powerful influence in maintaining his enthusiasm. It would also be good for the morale of the Service, and I mean all the Service and not only the administrative service, because all officers would know then that their promotion did not owe anything to chance, in that they might have been brought into the Secretariat or into the Headquarters of a Department and thereby have had a better chance of promotion. But, even more important than that (and this is again a purely personal view) I find so often in this country we are left to learn by the light of nature and our own efforts. The modern administrative officer requires to be highly trained and to have a very good working knowledge of all kinds of problems (as I have learned this morning by the questions I have had to answer) and I feel that he should be adequately trained for the higher positions, and, with great respect, I do not think that the majority of my own Service at the moment is adequately trained for the higher positions.

1923. When you draw up this paper for us, would you put a note in as to whether you think such a staff college (quite obviously necessary for Nigeria) would be a good thing for the West African colonies as a group, because of what you are saying now?—I think it ought to apply to the whole Colonial Service.

1924. I quite agree; but whether it is better to do it by groups of colonies or to have one in one colony and have courses open to the rest is something on which we should like to have your opinion, so will you develop that? Mr. Parkin has been talking about it on previous occasions and I think we are all converted to the idea, but you have got to make it practicable. I think perhaps it would be better if it were a West African Civil Service College, because it would broaden the view still more, but whether it would broaden it too much is another matter?—I do not think it would; I think it ought to apply to the whole Colonial Empire.

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Chairman.] Then perhaps you would write that up, in any way you like, and let us have it.

Sir Peter Macdonald.

1925. There are special courses now in the Colonial Service. Do they cover the technical side?—General administration and connected subjects.

1926. Are they going on? Is that what Lord Swinton introduced in relation to the Staff College? Do you think it is inadequate?—My own view is that it is utterly inadequate, but that is a purely personal opinion and it is not an expression of Government view.

1927. You will submit a memorandum on it?—Yes.

Mr. H. D. Hughes.

1928. I want to ask you a series of questions on the machinery for revising development planning and determining priority.—I can answer that straight away. There are established Provincial Development Committees in each Province and on those Committees sit many Africans, representing local interests and local authorities, and many Europeans, official and unofficial. They consider schemes and priorities within the Province. The recommendations of those Provincial Development Committees then go up to the Area Development Committees, which sit in the three regions, the North, the East and the West, and the schemes and the priorities within the region for the building of hospitals, schools and roads or anything else are decided by the Area Development Committee, and the recommendations of those three Committees then come to the Central Development Board which sits in Lagos under the Chairman of the Chief Secretary and is equally representative of the African and of the official view, and that is the final authority; but in actual fact the Central Development Board very rarely after the priorities of the Area Development Board, because, after all, it is the Chief Commissioner and the Area Development Board who know whether a hospital ought to be built at one place before some other place, far better than we do in Lagos; and, of course, I travel a fair amount round the country.

1929. Is there a regular review, then, at local and regional level of development progress and adaptation to the situation?—There is no regular periodical review of priorities but the Area Development Board can always change the priorities and ask us to change them.

1930. How often do these Boards sit?—Twice a year as a rule.

1931. You say that they include representatives of African opinion. How are those representatives selected? Do they come from the Houses of Assembly or

from the native administrations, and what is the link?—They are both on the Provincial Development Committees. There are representatives of the native administrations and of leading African unions, and the better educated Africans that one might find at the lower level. On the Area Development Committees there are members of the Regional Houses of Assembly. On the Central Development Board there are four African members, one from each region, representing that region.

1932. How were those four selected?—They were nominated by the Governor at his discretion, but in the case of the East and the West I know the Chief Commissioners consulted unofficial African opinion and the Regional Houses of Assembly and accepted their advice as to who they should recommend.

1933. These are purely Advisory Committees and have no executive functions?—The Central Development Board examines and considers these estimates before they go to the Governor and to the Legislative Council and to the Secretary of State. It is true that they are advisory and they are not creations of statute or anything like that, but very great weight is given to them.

1934. You mentioned your Department. Can you give us some idea of the size of staff engaged on development planning?—I was wrong to call it a Department; it is not; I am an officer of the Secretariat and I rely for all advice and executive help on the heads of the big Departments; I have no special or separate staff, no development staff as such.

1935. I want to pass to a slightly different subject. What is the relationship between the Development Plan and the training of Africans to take a part in future technical and other requirements of the Development Scheme?—There, if I may say so, I would like to stress that you cannot divorce the Development Plan from the ordinary departmental expansion. It is true it is a pump-priming plan, as it were, but it is all a part of the general departmental expansion and development of this country, and all the training of Africans, and the granting of scholarships, and something like £30,000, I believe it is, is being spent this year by the Nigerian Government in scholarships, and that is all done under the departmental estimates.

1936. What I am getting at is this: When the Development Plan was drawn up and as it is reviewed is there a kind of manpower budget of skilled personnel at different levels likely to be required and has the general and technical educational plan been woven into the skilled manpower requirements of development in the general service?—No, not in the way that you mean.

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1937. I see. Is not that a necessary consequence?—Well, I think the Director of Education will bear me out when I say that there are only a limited number of Africans, unfortunately, who are yet ready to be sent home and be trained. The whole question of scholarships will be reviewed soon by a Committee to find means, if we can, of accelerating the rate of training of Africans.

1938. I was not thinking only of Africans who go to England but of your training schemes within the country both at the higher education level and at the secondary level and the apprenticeship level and so on?—There is a big technical education scheme, yes, but we did not actually work out how many men would be trained under that scheme and how many men would be required under the Development Plan.

1939. So that it is going to be purely fortuitous if you get the right number of engineers and foremen and so on coming forward—there is no correlation between the two at all?—No.

1940. That seems to be rather a gap, a weakness of the Plan?—I think I agree with you there, quite definitely.

1941. Could you tell me something more of the training scheme: How many Africans are now in England under it?—I could not say offhand; I could find out for you.

1942. I will ask the Director of Education?—He will know.

1943. One last question: Do your functions of Development Officer also cover the development requirements that are likely to arise under the Colonial Development Corporation and so on? Are you and the Central Development Corporation responsible for co-ordinating all these projects?—Yes.

Mr. Edward Davies.

1944. Continuing what Mr. Hughes has mentioned about the training of Africans to take work in the development schemes, what is your experience with regard to men who have undergone training: Have they come back so trained that they have been able to bed down well?—It is very difficult to answer that question. I think actually, Sir, the heads of individual departments could give a more valuable opinion on that than I can because these men actually work and serve under individual heads of departments.

Chairman.] It is a very important point that Mr. Davies has put to you. Would not it be better if you asked the heads of Departments to submit through you or through the Chief Secretary a paper to show the number of Africans and whether they benefit and what they suggest should be done if this is not the best system?

It seems to me it would be a pity to leave out any Department, and we might by accident do that.

Mr. Edward Davies.

1945. We are most anxious to receive any valid criticism which the men who have been to Britain might have to offer, and we are also anxious to know whether the scheme has been worth while. I want to come back to the transport problem for the moment. We had the advantage, Sir, as you recall, on the 15th March, of a memorandum from Sir Hubert Walker, who was lately Director of Public Works and Chairman of the Communications and Transport Sub-Committee of the Central Development Board here, and he was at pains in that memorandum to give us certain points relative to the needs—the urgent needs, as he described them—of the Colony; and he made reference to railways, saying that 50 per cent. over the present volume may be anticipated as required for increases in import and export and internal trade; but in examining the Ten Year Development Plan on page 38 of this book supplied to us I do not see any provision for expenditure as far as the railways are concerned?—There was none; the railways were left entirely out of this Development Plan because the railway (I am not quite sure of the accurate way of describing it) is semi-independent of the Government and has its own estimates, and the estimates of the railway are not included in the Government estimates, and therefore the railway would prepare their own Development Plan.

1946. But you would agree that much of your work is going to break down unless you have this basic requirement, and it would be, one would have thought, a proper subject for inclusion in any review of your future development. What assurance have you that your facilities are going to march along with all these other schemes that you have got?—Do you mean in so far as the railway itself is concerned?

1947. Sir Hubert Walker, as I have said, has indicated that the present facilities are very inadequate and he catalogues here a list of most urgent requirements which includes locomotives, wagons and materials of every description, in what he calls a five year plan?—That has all been asked for by the General Manager of the Railway. He has pressed very hard indeed for all his requirements in the way of locomotives, re-laying of the track and everything.

1948. Does it mean that all his negotiations through the Government are the subject of special and separate consideration as distinct from your own budgeting and requirements and indents?—Oh, yes.

Wing Commander Hulbert: Could we have the railway estimates?

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[Continued.]

Chairman.

1949. We want to be clear on this. The railway, I presume, appears in this blue book?—No, it is entirely separate from that.

1950. Is it nobody's child at all?—Oh, yes, it is the child of the Government, but it is an entirely self-accounting department and has its own estimates.

1951. It seems to have been forgotten very much, has it not?—I do not think so, Sir, no.

1952. Mr. Davies has referred to this paper, and I know that Sir Hubert Walker said they put in for the things a long time ago and have not got them?—I think 20 Vulcan engines are expected to arrive this month. I was talking to the Personal Assistant of the General Manager on Sunday and he told me they would be coming this month.

1953. Let us hope so, but it is a pity they did not come in eighteen months ago?—Yes.

1954. But Mr. Davies has hit on a point of great importance: if you do stress that none of these things will fructify unless you have the locomotives or the rolling stock, then the House of Commons will take notice, and if you had said it long ago the House of Commons would have sat up and taken notice then?—If I may say so, the subject of the shortage of railway rolling stock and wagons has been dealt with in two or three reports to the Home Government, who are fully aware of the position and have been for two or three years.

1955. Yes, but for heaven's sake do not confuse reports to the Home Government and the presentations of estimates to Parliament, because I can assure you if you had put in to the Estimates Committee that none of these things would happen unless you had the rolling stock, then you would have had them. To my mind, it is most astounding—the most astounding thing of all, in fact—that the communications have been allowed to run down when all these grandiose schemes and plans were being put forward, resulting in a pyramid of groundnuts, a standing memorial to some error of judgment or some fault of machinery for which we are responsible?—I am quite sure that the error of judgment was not in Nigeria.

1956. All right. We will take the blame for it. As long as you get the rolling stock it does not matter, but, as Mr. Davies has said, and as we keep hammering into people, we do want to help you all we can?—Yes.

1957. And the only way we can do it is to say that without these things the plans cannot be achieved, but it is a pity that greater emphasis was not put on it at the time these schemes were put forward?—Yes.

1958. There has been a disastrous mistake, whoever is to blame?—Yes.

Mr. Edward Davies.

1959. Am I to assume that when the General Manager makes out his budget for necessary development it then becomes a special consideration of the Government and that in that event it is expected that some portion of the development funds should be earmarked for the work?—No; no portion of the grant from Colonial Development and Welfare expenditure has been earmarked for expenditure on the railway.

1960. Where will the money come from, then?—All the renewals and the new locomotives and everything are being paid for out of railway funds, but I am not absolutely clear if you mean the construction of new railways or the replenishment of existing locomotive and rolling stock.

1961. I have not the advantage of having seen one of your balance sheets for your railways and I do not know what their funds are, but we do know that Sir Hubert Walker has made it quite clear to us that certain equipment is required, and he told us that the only extension considered worthy of immediate attention is the Zaria-Rahama-Derazo-Podskum section, but that, I imagine, would involve a considerable sum of money?—That is estimated to cost £5½ millions; it was mentioned in the Clay Report.

1962. That is not a mere bagatelle; someone has to foot the bill?—When we decide to build it it would have to be built out of a loan to be raised for that purpose, there is no question about that—if we decided to build it.

1963. The Manager is coming to give evidence and I do implore you to tell him to spread himself and take the opportunity to say just what he likes?—I will tell him.

Chairman.] If he does that, we may be able to help him.

Wing Commander *Hulbert.]* Could he produce the budget, too?

Chairman.

1964. Yes, if you want it. I think the General Manager of the Railway has done a wonderful job with very little—that is my impression?—That is quite true.

Chairman.] And all his people have, but I think they have been put in a monstrous position.

Mr. Yates.

1965. I would like to understand this chart a little better. I notice that we have the estimates for the three years, 1945, 1946 and 1947 and also the actual expenditure, but for 1947-48 we have two estimates?—And the revised expenditure; the accounts have not been closed yet.

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[Continued.]

1966. May I ask for what period that is—from April to April?—From the 1st April.

1967. So we can only get nine months expenditure?—No, it is from the 1st April 1947 to the 31st March, 1948.

1968. So that we can only get a proportion of the expenditure for the year?—The actual detailed figures will not be available for a month or two.

1969. With regard to education, there is an estimate there of £78,000, reduced on the revised estimate to £50,000 and yet the Nigerian estimate of £245,000 on the revised estimate has increased to £282,000?—I think I can explain that. The greater part of the Nigerian expenditure comes out of loan funds and consists of grants to voluntary agencies in respect of secondary schools and teacher training centres. Voluntary agencies have made more headway than the Government in buildings and in their work in connection with those buildings.

1970. That expenditure seems very interesting to me, especially when I turn from that to health. On the medical and health services the revised estimate for the Colonial Development and Welfare has increased beyond the original amount. Does it mean that more will be done in that direction?—Yes, we can get approval for supplementary expenditure from the Secretary of State but in each case we have to ask for it.

1971. Does it also mean there is a reasonable chance of that being expanded by increasing the estimate?—Oh, yes. There is one difficulty, of course, in connection with these estimates, in that a provision is made for the staff, as the Financial Secretary said, even though we do not succeed in recruiting them, for the reasons he gave (1) we must have provision in the estimates before we can indent for the staff, and (2) because it is current expenditure and it will have to be carried anyhow in the future.

1972. Whilst we increase the estimate to £103,000, the Nigerian estimate in this case falls from £4,800 to £2,700, and I was wondering why?—I can explain that. The entire expenditure on Medical Development Plan for the first six years of it is borne from Colonial Development and Welfare Funds, with the exception of the provision of one Nutrition unit, on which there has been only very small expenditure, and the shortage there is due to shortage of staff.

Mr. Yates: I think, Mr. Chairman, it is very important to have some explanation of the difference in these figures.

Chairman.

1973. They are forecasts?—I have a complete list here, which I could have cyclostyled and circulated, of the apportionment of costs between Colonial Development and

Welfare votes and the Nigerian funds, because the principle of the apportionment differs in many cases.

1974. I think Mr. Yates has said that by itself it does rather require further explanation?—I will have those done.

1975. That is not saying we are not grateful to you for presenting these figures to us. One of the things they do show is the lamentable lack of expenditure in the past?—Yes.

Mr. Yates.

1976. I felt that it was most interesting to have this statement and also to find out whether we are really keeping close up to the revised estimate?—I will have this cyclostyled and circulated.

1977. In regard to roads, you said that you had completed 656 miles of roads, and I was not quite clear about the reason why you did not complete more. Was it principally skilled labour that you lacked? You mentioned engineers, I believe?—We are short of engineers and Inspectors of Works, but, even so, that is a very considerable road mileage to be done in two years in a country like this, I would submit.

1978. I thought you were putting forward the view that there was a shortage of men and materials?—We could have done more had we had a complete staff, that is true.

1979. I would rather like to find out whether that is really skilled labour or whether you have difficulties about unskilled labour?—No, the real difficulty is with the supervisory staff—engineers. The trace of all roads has to be examined and laid out by engineers.

Mr. Yates: Shall we have an opportunity of hearing something in real detail about housing?

Chairman.

1980. Undoubtedly we shall; we shall get that more in the Provinces than here—is not that so?—Yes, Sir, and from the Director of Public Works here in Lagos.

1981. It would be a pity not to get this information as we go round and see things?—Yes.

Mr. Yates.

1982. Is that included in the building programme?—Yes.

1983. Because there is a separate figure here for town planning and village reconstruction?—The town planning and village reconstruction scheme is an entirely different scheme, under which a free grant has been made of, I think, £134,000, and the scheme is worked out that in the case of a village, where they remodel or reconstruct or improve their village by their own efforts and at their own expense, they

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get a free grant of 10 per cent. of the value of the work done, to be spent on a particular purpose such as a village hall or something else. In the case of a town they get a free grant of 33½ per cent. of the value of the work done.

Chairman.

1984. Before we adjourn I want to thank you very much and ask you two things. We had evidence from a Colonial Office official on the last occasion we took evidence in the United Kingdom and he said the thing that astounded him (and I have been waiting for some of my colleagues to ask this question) was that it was impossible to do a survey in Nigeria because there were no maps. That was evidence from the Colonial Office to us by an advisor of His Majesty's Secretary of State. Now, there is a map behind me here, and I am wondering why we were told that?—We are very short of surveyors. One of the worst effects of the retrenchment (again I agree with the Financial Secretary about the mistake of retrenchment in 1931) was that the Survey Department suffered severely. The Africans have never forgotten that, and it is hard indeed to persuade educated Africans to become surveyors.

1985. Why is that?—They remember the retrenchment then, and also the life is a hard one, spent in the bush, and we are very short of them.

1986. I have here a series of maps which were sent to me through the courtesy of the American Ambassador; they constitute a complete air survey of the whole of Africa and West Africa, and they are extremely good. Why is it that your people cannot have them? That is what I would like to know?—Only the day before yesterday I was discussing arrangements for the aerial survey of the Western Provinces of Nigeria and the Kontagora groundnut area with the Wing Commander of the Squadron which is going to do it.

1987. Exactly; it is already done. I am all in favour of doing things but the point is that it would save a good deal of money and time and trouble if you had as a basis something that has been done, and then said to the Wing Commander, "Here are these maps. We are not sure of their accuracy. Use them as a basis and work from them"?—Undoubtedly that would be a good thing.

1988. It seems to me astounding, because the taxpayer has to pay for these things, and it is one of the jobs the Estimates Committee can look after?—I should like to have copies of them.

1989. Of course you can, and I brought them all the way from England in order that you should, but to have a man from the Colonial Office tell us that you cannot do a survey because you have no maps seems to me rather ridiculous in the light

of these. I should like you to look at them?—Yes, I would like to see them. (*Maps handed to witness for examination.*)

Mr. Hughes.

1990. Arising out of that, do I understand from what you say that there has never been a British aerial survey of the whole of this country?—No.

Chairman.

1991. But why cannot you train Africans to use theodolites?—We do. There is a ground survey. A very large part of Nigeria (not the whole part) has been covered by the ground survey.

1992. May I suggest you tell the gentlemen who gave evidence to us that has been done, because I think it is a pity he should have said such a thing. I want you to give us a paper on these. It has been suggested to us that inadequate thought has been given to development which might already be done without expense to the British taxpayer and to the Nigerian taxpayer; in other words, is there any consultation with firms out here who are doing development work as to which they should do from your point of view in order of priority, and from their point of view saying, "If you make a road from A to B we can get on with project X"? Is there any contact by these two means in regard to the development of the Colony?—I should have said so, yes, Sir.

1993. How do you mean? Does it happen?—If a firm is undertaking a project it practically always informs Government of that.

1994. But is there anything in the nature of a periodical conference either as regards provincial development or development down here, or in the Colony as a whole, where you bring in all these chaps and say, "What are your ideas"? I ask that for this reason. We had a paper submitted to us by Mr. Geoffrey Heyworth, Chairman of Lever Brothers and Unilever Ltd., on the 18th February, 1948, in which he said that there are two aspects: one is that private enterprise would be willing and agreeable, after consultation with the authorities, "to develop new discoveries, widen development of existing resources, increase supplies to meet existing and potential needs. The most important fields in this are: mining, agriculture (mainly plantations), timber and forestry products, commerce, banking, merchanting—involving expenditure on office premises, warehouses and housing for personnel, as well as the provision of working capital. Industry—mainly secondary—primary industry covered under natural resources. Field restricted by smallness of individual markets and low spending power. Services: port services—river, road and possibly air transport; ocean shipping; construction. Generally, the

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field for Government enterprise" (this is what I want to emphasise as their view) "is development of a more general nature where benefit is mainly or partly indirect, e.g., harbours, docks, transportation, utilities, irrigation. Developments of a specific nature, where land tenure or local custom make private enterprise an unsuitable medium. Difficulties in the way of private enterprise development at the present time are: (1) shortage of capital goods; (2) United Kingdom balance of payments position, affecting the transfer of necessary capital; (3) disturbed political conditions within the Colony and the surrounding territory; (4) doubts as to future political status of Colonies; and (5) uncertainty as to tariff and excise policy"; and Mr. Heyworth goes on to mention a number of other matters. What I want you to tell me, quite frankly, is this: Taking this Colony and its backward condition in some ways, surely it is rather extraordinary that there is not a conference called periodically where you can say, "Now, come on, let us get together and see what we can do to develop the Colony as a matter of course and bring the Africans in and let them see what is being done"? Does that often happen?—The Africans are on all Provincial Development Committees and on the Area Development Committees and—

1995. I know they are; what I am talking about is that there should be a conference between all forms of public and private enterprise, and at such a conference the Africans could be present and then you could say, "Of all these schemes, this one is essential: let us concentrate on it"?—Yes.

1996. And decide there and then that you or somebody else shall be responsible for it. I feel it is most extraordinary that there is no such conference and never has been. There has been individual contact when a particular firm want to do a particular scheme, but you have never had them all round the table and let the Africans be there, too?—I would suggest that that is a matter of policy.

1997. It may be. Now listen to this: It suits the British taxpayer for a private enterprise to undertake a thing which is going to be of benefit for them rather than that they should do it themselves; it saves money?—Yes, but on the question of plantations, it is a well-known fact that the policy of the Government of Nigeria is not to permit the alienation of land.

1998. I entirely agree with you, but why not have a conference and say so, so that the African understands it. I think one of the most awful things now is that there is so much misunderstanding and so much suspicion and it is due to the fact that I do not think the Africans

realise it?—I would assure you that the Africans have frequently been told so; only in the recent session of Legislative Council, in my own speech, I gave a definite assurance on behalf of Government that there would be no change in the land policy of this Government without the consent of the Legislative Council.

1999. That is not my point; the point I am trying to make is this: We are all concerned with the welfare of the Colonies, and of Nigeria in particular. We are also concerned with the fact that we are a Select Committee responsible for seeing that estimates are in proper form and are necessary. If there is something which can be done, without expense to the taxpayer, which is not being done, it is to the detriment of the taxpayer that that is so, and I am told—it may be untrue—that in the history of the economic development of Nigeria there never has been a conference called of all the firms interested in Nigeria, nor has there ever been a statement made to show the Africans the amount of capital invested in Nigeria, the total, what the revenue to Nigeria is from such investments, nor have the firms ever had any direction as to what they ought to do first and what things they must put out of their minds because it is against Government policy. Why cannot those things be done? Think it over?—I would like to think about that.

Mr. Yates.] Is not that really a matter of major policy? Could it not be very much misunderstood?

Chairman.

2000. No. I think what we have to make clear is that there is no duplication of expenditure, and there are certain fields of expenditure where the Government have to say to private enterprise, "For reasons of policy we propose that you should not do this," and there are other matters where they can say to you, "We cannot do this unless you make the road or the railway or whatever it is so that we can carry out our plan"—do you follow?—Yes.

2001. The real point is that there has been, as far as I can see, no attempt at all to have contact on a general scale as to the lines of development in the Colony?—As I said before, the firms who have a specific project practically always inform Government of them; they always do inform Government of those projects.

2002. But there is a great shortage of material. We were told in evidence in England that certain firms were able to get steel and they put up a brewery. I am all for brewing, and the people are all for beer, I have no doubt, but the question is that that did consume a certain amount of steel. We were then told you were

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going out for steel for something else but could not get the amount you wanted. Now, where you have scarcity, surely, apart from the Government side of priorities, it would be interesting to have a conference and tell people, "We must have steel to make this bridge. You are getting steel for a brewery. Cannot we come to some arrangement?"—I think that is a matter of the allocation of steel by the United Kingdom Government.

2003. I am not so sure. I think we must not be inclined to put too much blame there over priorities. I do think it is terribly important in Nigeria—Mr. Yates may have a clear idea but I have not—that the allocation of scarce material is

properly made as between different enterprises in the Colony?—In Nigeria?

2004. Yes?—No, I do not think it is right to put it like that.

2005. What steps do you take to improve the position?—Steel is allocated in the United Kingdom, and we put the point with great force to Mr. Croom and Mr. Harding and asked them to take it up in the Colonial Office.

2006. We can take it up and we may be able to help you?—Then I should like to say some more on that the next time; I should have a lot to say on that.

Chairman.] We will adjourn now until 2.45.

Mr. Pleass withdrew.

After a short adjournment

Mr. D. C. WOODWARD, General Manager, Nigerian Railways, and Mr. T. B. WELCH, Chief Mechanical Engineer, Nigerian Railways, called in and examined:

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman.

2007. We have had a good deal of evidence put forward about that in the United Kingdom and also some evidence this morning, and I think it would be convenient if we took the railway position first. Would you, Mr. Woodward, for the purposes of the record, state exactly what your position is?—(Mr. Woodward.) My position is General Manager of the Nigerian Railway.

2008. And how long have you held that position?—Since July of last year, in substantive rank.

2009. Then your appointment is by the Government of Nigeria?—Yes, Sir, by the approval of the Secretary of State for the Colonies.

2010. The budget on which you work is your own responsibility?—My own responsibility.

2011. And you present it to whom?—The Finance Committee of the Legislative Council.

2012. And the funds, apart from the revenue of the Railway, are entirely from Nigerian sources?—Entirely from Nigerian sources.

2013. In the matter of your requirements, what is the method by which you put them in. We should like to hear about that, and I think possibly the best plan would be to ask you to use this opportunity to tell us about your difficulties and emphasise the position in which you stand. You need not hesitate to use forceful language in order to emphasise your case?—I take it that when you say "What are our requirements," you mean require-

ments for moving the additional traffic now offering, and in particular the groundnuts as well as the oil-seeds?

2014. Everything we want to know about?—Well, when we prepared the 1944-45 Estimates (those have been prepared at the end of 1943) we then ordered 14 new heavy locomotives. The actual indent was placed in September, 1944. I do not know whether you would like me to go into great detail about these particular locomotives or whether you want me to be rather brief.

2015. We will leave it entirely to you. This is your opportunity for emphasising anything you wish to?—We received an advice in March, 1945, that the first indent would be delivered in September, 1945; 2 in October; 1 in November; 2 in December, and the balance in 1946. However, later, in July, 1945, the Crown Agents stated that on account of various difficulties such as prices, designing of locomotives and shortage of staff for doing it, they would be held up for another 15 months. So they did not think we would get them before 1947. Then we were offered by the Vulcan Foundry another type of locomotive, much the same as the Gold Coast have.

2016. What type?—A heavy type, as used in the Gold Coast.

2017. What type are they—4:6:0's?—4:8:2's. We said we would accept this design because there was a possibility of delivery in 1946, and we increased the order to 20; but actually when we accepted this offer we said we wanted a few modifications; they were small things. But 1946 passed and nothing happened; then

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they said 1947, but 1947 went on and we still have not got them yet. We are told that they will be shipped this month. That is one of our trials—the question of engines, which we should have had two years ago, and it is a difficulty we are still having, and it is not through any fault of ours because they have been ordered, and it is over three years, since the first indent went in. I should say that in 1946 when I was acting as General Manager, we prepared what we called the first portion of our ten-year plan for locomotives and rolling-stock. We ordered another 42 of these heavy locomotives, which the Crown Agents say we should get next year or possibly at the end of 1948. In addition to that, we have got a great need of rolling-stock; there were ordered 150 coal hopper wagons. I am afraid that I cannot give you the exact number of other wagons, but it would be something in the nature of 500 or 600. I could turn that up and let the Sub-Committee have that.

2018. If you please?—That indent was prepared. I obtained special authority for ordering in advance of the Estimates, and I am hopeful that we shall get 50 of the wagons this month and next month; but as for the rest, there is no news. In addition to that, we had some 360 American "lend-lease" ones. They came here in 1942. Already 20 per cent. of them are out of action, and they are rapidly all going out of action. But foreseeing that, and foreseeing the fact that we could not get new wagons in quick time, I undertook to carry out the body-rebuilding of those wagons out here, which is rather a big job because it means that we have got to extend our workshops by putting in five extra bays into our carriage workshops, which is a big thing. However, that went to London and had full priority. I am told that the steelwork for this extension is promised in June of this year. If it comes in June, it will be good. Having got that extension and a certain amount of machinery, I can rebuild the bodies of these wagons. We shall need to put on new wheels. The wheels and the bodies are the trouble; the frames and the bogies are reasonably all right.

2019. What is the capacity of the wagons you use?—Twenty-five tons is the capacity of the chief standard wagon now.

2020. Before you go any further, if that completes your orders on hand—what you anticipate getting—can you give us any idea of your existing stock?—What we have now?

2021. Yes?—Approximately 3,600 wagons of various descriptions. About 50 per cent. of those would be 25 tons capacity; another 30 per cent. would be 20-tonners, and the remainder would be various types, such as small 10-tonners.

2022. Does that include your tank wagons, too?—We do not own any petrol

tank wagons; they are owned by the oil companies themselves. We do have water-tank wagons.

2023. Are you short of tank wagons at all?—So far as I know there is no undue shortage.

2024. And the petroleum companies can get delivery of those?—They were wagons which mostly came during the war; some came from the Belgian Congo; some came from the United States. As I understand it, they have enough now to move their present requirements.

2025. Have you got enough locomotives here to move them?—At present not until we get our 20 locomotives, no.

2026. What is your locomotive stock?—One hundred and ninety odd.

2027. All of the same type?—Oh no; there are 18 different types. We have had a recent lot of 14 from Canada. We were fortunate in getting those, because I only placed the order for those in 1946 in Montreal, and they arrived approximately 13 months afterwards in this country, which was very good, and rather different from our efforts to get them from home. We had 26 American locomotives also supplied under lend-lease. They were small ones of about 21,000 lbs. tractive effort. They certainly did the job and I do not know what we should have done without them. They were small, and they are on their last legs now. They were just built for a short life.

2028. What is your spare-parts position?—It is a little better than it was a year ago, but it is not what it should be. We are short of several important things at the moment, and our indents are held up. Wagons have been held up for wagon springs. We have some 80 to 90 coal wagons out of action now through lack of springs. They have been cabled for and, of course, written for.

2029. What is your proportion of crippled stock now?—It is 12 per cent.

2030. Twelve locomotives?—I beg your pardon. That is for goods rolling-stock. In the case of locomotives it is about 35 or 36 per cent. There were 71 last week out of action, and we have been running like that now for several months.

2031. So your actual figure of availability is very much smaller than the figure which you have given the Sub-Committee?—The availability of locomotives is 66 per cent. roughly of our total.

2032. And in regard to wagons?—Wagons—their availability is about 88 per cent.

2033. Now you told the Sub-Committee just now that you placed these orders through the Crown Agents?—Yes.

2034. And what was your specification to the Crown Agents?—Might I ask my Chief Mechanical Engineer who is here with me?

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[Continued.]

2035. Yes, certainly.—(Mr. Welch.) The original specification in 1945 was for a type of engine to our own requirements. We put all the good features of the engines which we had together and we designed an engine which we thought would give us the maximum efficiency. As Mr. Woodward told you, those engines were then promised within a few months and afterwards put back. The engines we were offered by Vulcan Foundries were a very similar type of engine which had already been built before for the Gold Coast; so that all the designing questions were waived; but we were forced to insist on a few modifications because of the difference between our railway and the other, and although we kept those to the minimum we were afterwards told that it would be just as quick to design and build locomotives to our own specification as those of the Gold Coast; so we accepted,

2036. I take it that your policy would be to eliminate as many different types as possible, and to get down to how many types?—I really would like three types of freight locomotives; that is the ideal; and two types of passenger locomotive.

2037. Have you had to go in for cannibalisation at all?—Yes, Sir, considerably.

2038. In regard to the traffic offering, Mr. Woodward, perhaps you can tell the Sub-Committee something about that?—(Mr. Woodward.) The traffic offering as well as the traffic which we are moving is far above anything which this railway was ever designed for. May I just turn to some figures? According to records, this railway was designed and equipped to handle a maximum of 1,480,000 tons of goods traffic per annum. Since 1943 this tonnage has been regularly exceeded, and in this last financial year (that was 1946-47) the total tonnage hauled was 1,742,880, which is the highest tonnage we have ever moved. It was also envisaged that our engine miles should be in the nature of 5,750,000 per annum; and it was assumed that the locomotives "sick" would never be much more than 20 per cent. In 1937-38 the tonnage hauled was 1,200,920, and that was the previous highest tonnage hauled on the railway, whilst the engine miles were 5,183,173. Comparing that with 1944-45, we hauled 1,709,690 tons, with 7,076,660 engine miles. That was the high war-time figure. Now coming back to the figures I gave before—that was for 1946-47—you will notice that the tonnage hauled is 40,000 more whilst the engine miles have dropped by nearly half a million; so that we are, I maintain, doing everything that this railway can do, and the fact that we cannot move the extra groundnuts is not so much a question of the failure of the railway, but merely because this railway was never designed to cope with that tonnage, and it has neither the equipment nor the spares

to maintain intensive working. I do consider that in a year's time we shall be able to pick up a good deal, and in two years' time I see no reason why, with all the various improvements and additional materials, etc., we should not be able to cope with all the traffic that is offering, with no hang-over, as we get now.

2039. You have been dealing chiefly with rolling-stock, and you say the capacity of the line was designed for a certain tonnage. Do you include in your figures improvements of permanent way? In your budget are you behind-hand, for instance, in relaying?—Our relaying is proceeding reasonably well. We have nearly completed 150 miles of relaid track. I have indented, and I am all prepared to continue relaying as soon as this is over on the next section of line, which is from Zaria to Kano. That I hope to get going this year provided we get the materials. The rails have been ordered and I sincerely hope we shall get them because we have drilled the relaying gang. They were just picked up as completely raw staff; they have nearly done this 150 miles, and they are doing it well now. It would be a great shame if we had to throw them aside for a year and lose them.

2040. In other words, you are short of material but you are not short of rails?—No, we are not short of rails, but we are short of something else which is equally as important, that is staff; it is European qualified staff, engineers both civil and mechanical. That is the whole crux of our difficulty now, apart from locomotives. We have only sufficient staff merely to keep the maintenance going.

2041. What weight of rail do you use?—It is 80 lbs. for 200 miles; then we drop to 55 lbs. for the next 100 miles after which we come to the relaid line which has just been completed; that is 150 miles of 60 lb. rail and that will link up with another 140 miles of 60 lb. rail which was relaid about 15 years ago. Generally, the rest of the main line is 60 lb. rail; a few branches are 45 lb.

2042. Anyway, the Sub-Committee could assume from the point of view of permanent way that is not your major headache at the moment?—No, but the general maintenance work on the permanent way on account of the shortage of engineers is a headache.

2043. Would you like to deal with this question of personnel for the railway?—There is not very much I can say about it, except that we have been trying continuously to get engineers. They need to have the qualifications, of course, but they just do not seem to be forthcoming. We have vacancies, I think, for 10 civil engineers and I think about 7 of the various grades of mechanical engineers.

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[Continued.]

2044. And what about your shop foremen and so on?—The shop foreman position is not too bad. We have one or two Africans coming forward now. We have now 7 African shop foremen and they are doing very well.

2045. Are all your footplate staff Africans?—Every one, except two men whom we keep for special duty in the north.

2046. So from the point of view of personnel recruited from Africans you have got plenty who are coming forward?—They are coming forward for the higher jobs, for which of course they need to be sent to England for good training. We have eight in the various departments who either have been or are now in the United Kingdom getting training on the British railways. One of them has come back and is a great success at present, anyhow; and we have had good reports of the others, I am rather pleased to hear.

2047. Now let us get from the general to the particular. We have been told that a great many of these development schemes will either succeed or fail in proportion to the capacity of the line to accept the traffic. You say that if you get this rolling-stock and you are satisfied with the permanent way in two years' time, then you will have got them home?—I do, but we must have this stuff and we must have the staff as well. That is so important. I would say the engineering side affects all our development.

2048. Yes?—We must have drawing office staff. We have one man in the drawing office, one European; but there should be three. We have been trying to get two for 18 months, but we cannot.

2049. Are you satisfied that the salaries you offer are an attraction or not?—Well, Sir, all I can say is that it does not seem to attract.

2050. What do you suggest is a remedy?—Well, we could only try offering a higher salary, but that, of course, is something rather beyond the bounds of my province at the moment, because I require to keep to the salary scales of this Colony.

2051. When were they last reviewed?—Approximately two years ago, by Sir Walter Harragin.

2052. The position, therefore, is that we are right in assuming that, owing to the failure at home to meet your indents, you are unable to accept the traffic that is waiting?—That is so.

2053. And that if it comes forward in a regular flow and you are able to attract the personnel that you want, it is definitely your opinion that in two years time, taking into account the great developments which are envisaged, you will still be able to handle the traffic?—I think so.

2054. And that in spite of the fact of the railroad itself having been designed for a much smaller volume of traffic?—Quite. We are making these extensions now to our workshops. That is, of course, the main bottleneck—workshop capacity for repairs while these extensions are now planned and the materials are on order—and I hope that will be completed next year. We are also rebuilding our sub-workshops at Zaria, which I hope will be done in two years' time. That will give us our locomotive capacity.

2055. And, as far as you know, you have got top priority for the material you need?—I am told so.

2056. And in spite of that you cannot get it?—That is so.

2057. I think it would be helpful perhaps to you and certainly to us if you could let us have a little paper on this. We have your evidence given here, but on reflection you may find it helpful to give us a note emphasising certain points, which would then be published as an appendix to the Report?—I can do that if you wish.*

Mr. Yates.

2058. With regard to the question of wages, I notice in the Keen Report there is a reference to the scales of salary offered suggesting that they are the same as pre-war. Has there been any alteration since then in salaries?—I do not know which Report you have before you.

2059. It is paragraph 136 in the Keen Report and it says that new suitable men were extremely difficult to obtain, particularly civil engineers, and that they are definitely not attracted by the scales of salary offered, which are the same as pre-war?—Yes, that was written in 1946; that was before Sir Walter Harragin.

Chairman.

2060. 1947 is the date of the Report?—I think it was actually written in 1946. That was the mission on which Mr. Rooke, I think, came out from the Colonial Office, was it not?

Mr. Yates.

2061. Yes. I was rather thinking that your remarks about salaries were not so important, from what you had said earlier?—Well, the result of Sir Walter Harragin's revision of salaries meant roughly there was £150 added to practically all the lower salaries.

2062. Also in this same Report, in the preceding paragraph, it is said that 24 officials decided to resign or refused to renew agreements—they had had enough, in other words. What does that mean? Could we know how many are leaving now?—It is rather difficult to give you that offhand, but, so far as I know, there have been no resignations of late. I do not

* See Appendix 6 to Report.

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know of any happening in the last year. Officials have, of course, come to their age limit and have retired. We did have several engineers who came out on special agreements, men released from the Army or loaned by the Army, and they completed their tour and went back. Several of those were not particularly satisfied with conditions.

2063. So that in effect that does not constitute a problem to you now?—We are not losing them now to any great extent, but we are not getting new ones to replace the general retirement and so on that occurs in the normal way. That is the trouble.

Mr. Edward Davies.

2064. Mr. Woodward has told us that the railway has been called upon to do a job it was never intended to do. How old is the railway?—Approximately 46 years.

2065. Are you suffering from any diversion of traffic to roads? Is there any serious competition likely to arise in that connection on road development?—You cannot say there is competition at the moment; in fact, road transport is being called upon to move all the short distance traffic—and we call short distance traffic anything which is going up to 100 and 120 miles. Road transport is moving the major part of that traffic. It is being used to the fullest extent. We are concentrating, as far as we can, on the heavier and long distance stuff.

2066. But your capacity will be greater when you have got all these things we are going to try to help you to get?—Yes.

2067. And is there likely then to be some competition or slack to be taken up?—There is always bound to be a certain amount of competition over short distances where you have a road running parallel with the railway, but I do not think it is anything that would affect us financially.

2068. Who owns the road traffic vehicles? Have you any ancillary to your railway?—We do operate a service in the north; it is a feeder service from Gusau which is I think approximately 730 miles from Lagos. The road runs another 136 miles on to Sokoto and we operate a road and rail traffic feeder service, so that it is booked through, and we have a depot at Sokoto and deliver there. We also carry passengers on that road.

2069. So you have some passenger road vehicles?—We have not at the moment. I have four on order which I hope will be forthcoming this year.

2070. How is your revenue working out—are you balancing your budget?—Yes, we are at the moment. In this past year, the

one just finished, we had a surplus of some £30,000 or we shall have. That will be put to reserve—what we call Rates Equalisation Fund and Betterment Fund. That figure is low because we have not been able to move the traffic that is there. If we had the wagons and the locomotives we could take in I should think at least £500,000 more in revenue. This coming year we have estimated that we should have a net surplus of a little over £220,000, but all of that requires to go back into the railway for betterment and for our Rates Equalisation Fund, which is what we put by for the time when the slump comes, and then we shall continue without having to cut.

2071. But with your comparatively handsome surplus your reserves would be quite inadequate for any considerable extension. How would you raise your money?—On an extension?

2072. Yes?—In my view that is a matter for the Government, as a development point. If the railway extension is required, that is something which must be provided by the Government. Now we are running as a venture which has a capital expenditure of some £24 millions and we are paying back out of our revenue over £900,000 a year interest charges on that loan. If any extension is going to be a paying show, that is all right, we can pay back interest charges on that extension, but for betterment I do envisage I shall have to go to Government to borrow money at any rate for certain improvements that need to be done now.

2073. Could you give us, without much trouble, the relative figures for freight as distinct from passenger revenue?—In revenue?

2074. Yes?—Passenger traffic was £1,014,935. These figures are for the financial year 1946-47. The goods revenue was £3,516,781, and there was some £140,000 miscellaneous.

Mr. Hughes.

2075. Are you entirely responsible for your own technical training of your own staff on the railway?—We engaged our European staff on qualifications. We do not train any of our European staff.

2076. No; I mean African?—Our African staff, yes.

2077. So do you have an apprenticeship scheme?—Oh, yes, there are apprentices. We have higher training courses and we also, as I said before, select certain staff and send them home to the United Kingdom for final training.

2078. Does the railway itself provide all the preliminary training for these people who go to the United Kingdom or do you get any assistance from the general educational services?—No, we do it all ourselves; they come to us, of course, with

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their educational qualifications, which are usually middle four or six. That is the aim. We usually get middle six, and those are for the clerical posts. With the more junior class the education may be very much lower.

2079. You do not in fact send any of them to technical college here?—No.

2080. Is it proposed to do so?—I believe there are classes which are going at Yaba Technical College and they do go there for study. That is for general technical knowledge, but the railway side has to be done from our own resources.

2081. What is the limiting factor on the number of people you send to the United Kingdom—is it finance, is it personnel of sufficient quality, or what?—It is personnel with quality—that is the main thing. As far as the finance side is concerned, that does not hold anything back at all. It is, you will appreciate, rather difficult to pick out the right type of person. He is somebody whom you have to take in the first place and study for some months to see how he reacts to this, that and the other, and to see what sort of personality and character he has. It is most important that we pick the right person to go. So far, I am glad to say, we have; but it would be very difficult if we got the wrong type. I hope that we may be able to increase that.

2082. You would not experience, in fact, much difficulty in finding places for them or finding the necessary scholarship backing if you had more personnel you considered suitable?—I do not think so.

Sir Peter Macdonald.

2083. What excuses were given by the Crown Agents for their not being able to obtain this stock? Was it gauge trouble?—It was this, that manufacturers said, "Here is the list, and your name is right down there." I understood that to be the reason.

2084. It was not because that type had gone out of production?—I do not think so, because I know for a fact that after our order was in locomotives were being built for Burma and Malaya, and I am not sure but I believe Tanganyika.

2085. Was production cut or were they diverted somewhere else—to Turkey, for example, and other countries?—I do not think there was any question of diversion, because they are quite different types of engines. All the manufacturers at home are under one Association, the Locomotive Manufacturers' Association, and when the order goes in they say, "A will do those and B will do those," and we were detailed to come under the Vulcan Foundry and we were told, "There you are. You will get yours on so-and-so." We had the first intimation, as I said earlier, that we should get them in 1946, then it became 1947 and now it is 1948.

2086. Have you anybody at home dealing directly with the Vulcan Foundry?—We rely very much on the Crown Agents, but the Chief Mechanical engineer, when he goes home, or myself, when I go home on leave, get around not only to the Crown Agents but to the manufacturers and do all we can to get things through; but we are dependent upon the Crown Agents in the general way.

2087. Do the Crown Agents make the cut?—I do not think so. They work direct with the locomotive manufacturers and the Ministry of Supply; I think they all work in together.

2088. We were told that recently they definitely had diverted rolling stock to you—over a month ago. Have you heard about that?—No, nothing has been diverted. There are 50 coal hopper wagons being shipped this year. I saw the first one exactly a year ago in Birmingham when I was on leave, the first one completed, at Wednesbury, and they are just coming now. We should have had another roo to follow on, but I understand that they have been put back because British Railways required wagons more than we did.

2089. They had priority?—Yes.

Mr. Parkin.

2090. What contact have you with the Ministry of Supply?—We have none ourselves.

2091. You just believe that the Crown Agents were in contact with them?—The Chief Mechanical Engineer has seen correspondence which has passed between the Ministry of Supply and the Crown Agents. (Mr. Welch.) I have actually been to a meeting with the Ministry of Supply with one of the Crown Agents' representatives, when we discussed this order.

2092. What influence can the Financial Committee of the Legislative Council exercise on your behalf?—(Mr. Woodward.) I do not think there is very much that they can do. The assistance that I do get is through Government here. That passes through the Secretary of State, and everything that has gone home from this Government here has gone to the Secretary of State, with whatever request for priority or urgency I have given for it.

2093. You do feel that there is reasonably good contact between yourself and the Nigerian Government and also between yourselves and the Crown Officer in London, and through them and the Ministry of Supply and so on?—I can say that for the last year contacts have been very good.

2094. In that case, has anyone as a matter of general policy pressed you to modify your programme in any way? Has anyone said to you, directly or indirectly through the Ministry of Supply, that, the

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shortage of steel and of locomotive manufacturing capacity being what it is, it would be better if you developed road transport as an ancillary?—I have not had that; it has not come to me.

2095. Who would be in a position to recommend that as a matter of policy?—Out here?

2096. Yes?—That would be a matter for the Nigerian Government.

2097. Has it been suggested at all?—Not to my knowledge.

2098. Have you been encouraged to develop the road transport ancillary services on the grounds of a world shortage of locomotive manufacturing capacity?—Well, as far as road transport from Kano down to here is concerned, you could not move groundnuts. The roads, although one can get through by road, are such that they could not stand up to such a terrific tonnage. There are ferries and other things to be crossed and in fact it was only six months ago that it was suggested from the United Kingdom that the Army should assist and make an operation, as they call it, in order to move groundnuts from Kano to Lagos, but full enquiry showed that it was quite out of the question to do so.

2099. Do you feel that you are part of a general policy for the development of communications in Nigeria?—Well, no, I do not think so.

2100. That is rather an important answer?—I am here as General Manager of the Railway. As far as development of the country is concerned, it is rather outside my province, if you understand.

2101. Have you been consulted in the framing of development plans for transport?—Oh, yes.

2102. Has anyone said to you that because of the shortage of steel and the difficulty of getting some finished steel for rails and so on, it would be better if you consolidated on your present structure and then, joining in with the Government in other directions, developed road or other transport as far as possible? Has there been any question of getting together in a co-ordinating committee on transport?—The answer is Yes to that. It is now under consideration as to whether river traffic could be improved in order to move more traffic, and we have been asked as to whether we can move further additional groundnuts down to Baro so that they can be evacuated by river to the coast.

2103. Who is fathering that scheme?—I do not know. It has come to me through Government from the Secretary of State for the Colonies.

2104. Do you have any difficulty in getting renewals of your road transport services?—It has been nearly as bad as with rail. We have had, for instance, 22 Ford 3-tonners out of action for about five months—no spares.

2105. What contact have you with the manufacturers of road vehicles in England?—There again, we do not contact direct; it is through the Crown Agents.

2106. Do you know if any pressure has been put on British manufacturers to expand the production of heavy road vehicles suitable for your sort of work?—No, I do not at all. I am afraid I could not tell you.

2107. You do not know what influence has been put upon the English motor industry as a whole to specialise on that?—I have no idea. We have ordered a particular type; I think it is 20 Leylands. That is the type of vehicle that we now have on order.

2108. Who in the Nigerian Government organisation would have an opportunity for exerting that sort of pressure?—It is rather difficult. You see, lorries in this country, except for our one little concern, are privately owned—just the ordinary African owner.

2109. Can we ask Mr. Pleass that?—(Mr. Pleass.) It would go through the Nigerian Secretariat and the economic branch of it (which is part of the branch for which I am responsible), and I suggest we deal with that to-morrow morning when we meet the Director of Supplies, who deals with import control.

Chairman.] Yes, but Mr. Parkin's point is this: that these lorries are really vehicles for the railway, and he will be responsible for operating—is not that so?

Mr. Parkin.] Yes.

Chairman.

2110. They are feeder services of the railway and as such are part of the railway equipment. We have now heard it is not his job to hunt the British manufacturers at home, and the question is—whose job is it?—We should make representations to the Secretary of State through this office. (Mr. Woodward.) I am afraid I was misunderstanding you when you said "hunting these lorries"; I thought you meant the general outlook or the general trend on motor transport in this country—what particular type should be used for this particular country or particular roads. I thought that is what you meant.

2111. I do not think the two are disconnected?—But I rather gathered from the Chairman's remarks that the question was really as to who should chase up getting these lorries out for our use quickly.

2112. Could I put it another way? It seems to me that someone ought to be telling the Ministry of Supply in Britain, as generally exercising control over the manufacturers, that the development of transport in Nigeria is likely to change its stress from rail to road; that your policy

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is to consolidate and bring up to date the equipment of the existing railway but that in addition there will be a great demand on road transport as the road construction plan gets under way, and I wonder if provision has been made for securing a supply of vehicles and who is going to own them, and whether the Nigerian Railway, as the only Government organisation concerned with transport, is recommending certain types?—(Mr. Pleass.) In connection with the import of vehicles we told the Colonial Office—particularly in regard to American lorries—that the average African owner infinitely prefers American to British lorries. We gave the reasons and we asked if something could be done about it.

2113. With a four-wheel drive, and that sort of thing?—Yes.

2114. But where there is a slight confusion at the moment is in this, as I see it—and I hope I am interpreting Mr. Parkin correctly—that these vehicles are really part of the railway equipment just as much as wagons and they would be on your charge. As I understand it, you want these, and what steps can you take or whose business is it to take steps to hasten the production and delivery of such vehicles as you want for railway purposes out here?—(Mr. Woodward.) We do rely, as far as those lorries are concerned, for the moment upon the Crown Agents and the Ministry of Supply.

2115. And that is being backed up by what department of the Government here?—I do not think our indents go through that now. At one time, during the war, all our indents went through what was then the Supply Board, but we do it all ourselves now direct to the Crown Agents. But of course in regard to heavy materials such as locomotives, that is all done through the Government. They know all about that and so does the Secretary of State.

Mr. Parkin.

2116. It seems to me that there is not any special weight attached to the Crown Agents' opinion; that they place orders according to specifications submitted to them. I do not know that they have any very strong influence over British industry. I think also you might perhaps agree with me that British industry is not meeting the needs of this country, either for commercial vehicles or for private cars. Those are two items which may be developed, and you, as the strongest organisation concerned with transport, ought to be able either to express your own views very strongly or to dominate any committee connected with the Government which is also concerned in the development of transport?—You see, our motor fleet, which consists of about 60 odd vehicles, is a comparatively small one; it is a feeder

service. We have these 22 to get, but it is not like the locomotives. We are not expecting to deal with more traffic than we are dealing with now. These 22 new ones will replace lorries which are running now.

2117. Mr. Pleass is saying that we shall have an opportunity of hearing evidence later from a witness who will tell us whether that is being handled as a matter of policy or as a matter of placing orders according to what the potential buyers consider their requirements, and I think that will be all right?—That is what we are doing at the moment in regard to them.

Wing Commander *Hubert*.

2118. Have you any fuel difficulties?—Yes, we have had difficulties. As you know, we run on coal which comes from the colliery near Enugu. The colliery is a separate entity; at one time it used to be part and parcel of the railway; however, each is utterly dependent on the other. We have to be able to move every day from the colliery every ton that is brought out from underground. Well, we have not been able to do that. The colliery production has had to be set back owing to our inability to move it.

2119. Is that inability caused through lack of wagons?—It is locomotives and wagons, the same two things again.

2120. When you said "a separate entity," did you mean separately owned by somebody?—No; it is a Government show. It used to come under the General Manager of the Railway at one time.

2121. You have not any diesel locomotives?—No.

2122. Is oil fuel any problem in your feeder services?—No, we have no difficulty with regard to our feeder services. We run a tank wagon up and we keep the petrol in bulk; diesel oil we keep in drums. We have never been held back for lack of that.

2123. You say you have 60 road vehicles. Do you say one-third of them are now out of action?—About one-third were out of action. During the war and immediately after the war we had to take whatever motor vehicles happened to be available whether we wanted them or not. They said, "You wanted 20 lorries; well, here are 20 Bedfords," or "20 Ford V.8's."

2124. Would it be fair to say that you averaged 33 per cent. out of action?—Oh no. That is only these Fords. We could get no spares for those; we had been all over West Africa and the United Kingdom. Now we have got most of them back into service again. Our general number of vehicles out of action is about 15 per cent.

2125. And you are required to get all your equipment and locomotives through the Crown Agents?—Yes.

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2126. Assuming that those vehicles and any other equipment required were available in other countries, would you be permitted to purchase them?—Yes. That was how we got these Canadian locomotives.

2127. You would not be permitted to acquire them in dollar countries?—That was two years ago now, and the dollar question is a little bit more severe now. But if I thought there was something which we could get from either the United States of America or Canada, and we needed it badly, I should make out a case for it, and I have no doubt that that would go through. I would be surprised if it did not. But generally American equipment is not suitable for this Railway. They do not build to the same specification as we do, and we do not want odd things where we can avoid it. With these 20 locomotives that I hope are being shipped this month and the over 40 next year, they will be our standard type, and in about three years' time we shall only have the five different types which the Chief Mechanical Engineer has mentioned.

2128. You have no direct contact with the locomotive or the vehicle manufacturers?—We have demi-officially. I mean, we know the manufacturers and we go and see them and write to them about this, that and the other in detail; but officially it is dealt with through the Crown Agents.

2129. But I think you said the only time when you see them is when you or your enthusiastic staff are on leave. You give up part of your leave, do you?—Yes.

2130. Do you think it would be advantageous if, bearing in mind the question of the Crown Agents, you in Nigeria went to see these people yourselves officially more frequently?—We have done that. I think it was about the time of the Canadian ones, but of course it is rather difficult at the moment because we are so short of staff. For instance, I have no assistant at the moment, and the Chief Mechanical Engineer has no assistant. But if any point arose which I thought could be put right by a visit home, I should arrange it at once. I should have no hesitation in doing that.

Chairman.

2131. The Sub-Committee attaches the maximum importance to this question of transportation by rail. We think that a lot of these schemes are dependent on it?—I think so.

2132. You are going to give us a paper, and I want you to add at the end of that paper what information you have been given in regard to the prospects of the traffic which you will have to handle, assuming that these schemes all go through, taking them in different sections?—Yes, Sir.

2133. We have been presented with papers which show a very considerable development here. That will affect the transport side of the project. I have not yet been able to ascertain from your evidence this matter. In 1950 you have got to handle X tons and in 1953 you have got to handle Y tons, and unless you are able to ascertain those figures now it seems to me frightfully difficult for you to give any guarantee. You have told us that in two years' time, if you get these things, you are satisfied that you can handle the existing traffic, but you have not told us whether you will be able to handle the prospective traffic nor what that prospective traffic is. I should be grateful to you if you would bear those points in mind and let us have quite clearly in writing, having got the information from the proper Department, what is the probable traffic that your Railway will be called upon to handle in, say, 1950 and 1951, on the assumption that these schemes fructify, because otherwise we shall be back in the same position as we are now in, and you will be saying "Well, that is all very well but we cannot handle this traffic." I understand that there are 170,000 tons of groundnuts awaiting shipment?—There is more than that.

2134. What is the figure awaiting shipment now?—I could get the figure for you.

2135. Do not bother about it now, but perhaps you would include that in the paper you are going to prepare for the Sub-Committee, because that is what concerns us. There are these pyramids of groundnuts and they are deteriorating presumably?—Not very much.

2136. Anyway, what I think is very hard from the transport point of view is that you are always being asked to meet increasing demands with a 40-year old railway. You have done a wonderful job in handling what you have done, and please do not think that we do not appreciate the tremendous efforts you have made and also your staff, because you have been operating the sick Railway and keeping it going, and I think your mileage is a marvellous achievement; but I think that any wise railway operator would like to say to somebody: "Look here, I must know now that you expect me to handle in 1951." So perhaps you would deal with that in your paper?—Yes.

Mr. Edward Davies.

2137. What is your labour establishment now?—The total of the Railway?

2138. Yes?—About 23,000.

2139. Could you tell me what is the native content of that?—Yes; there are about 350 Europeans and the rest are all Africans.

2140. To what levels do the Africans rise in your administration? Have you

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[Continued.]

any native administrators at all?—We have, for instance, an African traffic inspector. He is in the senior service, but he is at about the most junior point in it. Then we have an assistant works manager; he is the man I was talking about, who had been to the United Kingdom and trained at Derby. He has mechanical engineering qualifications and is a promising man. He is probably about the highest, with the exception of the accountants; we have several African accountants. We have a senior accountant, too, who is an African.

2141. May we take it that it is your policy increasingly to provide your staffing from the indigenous population?—Oh definitely, Sir.

2142. That is a continuous policy?—Yes.

2143. Have you any premium-paying students on your Railway?—No.

2144. Have you any trade union?—Yes.

2145. Do they operate successfully?—Yes, we have. There is the Railway Workers Union which is the largest, which embodies all the lower class of workers: there is the Locomotive Drivers Union and the Train Guards Union; the Station Staff Union which embodies all the staff of the Traffic Department and also the Association of Railway Civil Servants which embodies generally the Clerical Service.

2146. Has there been much trouble lately?—We have had a certain amount of trouble lately. We had a big arbitration case: Sir William Gorman came out here to arbitrate on some point. Just at the moment things are going well, and I have good liaison with all the Unions. I have quite a lot of personal contact and I think things are getting on a little better than they were. I would not like to put that very optimistically, because you can never quite tell.

Chairman.] Thank you.

Mr. Woodward and Mr. Welch withdrew.

Capt. A. V. P. IVEY, Director of Marine, called in and examined.

Mr. R. W. TAYLOR, Director of Public Works, in attendance.

Chairman.

2147. First of all, Captain Ivey, would you for the purposes of the record say what your official position is?—I am Director, Nigeria Marine, and responsible to Government for the opening and maintenance of waterways, dredging and reclamation work, aids to navigation on both coastal and inland waters, appointment of harbour masters, pilots, maintenance and operation of all Government owned vessels including the building and repair establishments, and the Port Engineering section of Government.

2148. I am right in thinking, am I not, that the docks here are administered by the Railways, not by you?—The wharves at Apapa are operated by the Railway, and on the Lagos side they come under the control of the Customs. The Marine Department does no wharf operation other than the berthing of ships at those wharves.

2149. You have heard all the evidence given in regard to the Railway, and the Sub-Committee understand that in addition to the Railway there is a considerable volume of traffic conveyed by inland water transport on the rivers?—Yes, Sir.

2150. You are responsible for the lighting, buoying, and so on, of the rivers?—For all aids to navigation.

2151. What other responsibilities have you got?—Maintaining the waterways and keeping them open; that is, free from snags and fallen trees and obstruction—sudd and general obstruction in the waterways.

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2152. You are responsible for the navigational facilities of the rivers?—Yes, Sir.

2153. The fleet which operates on the rivers consists of what type of craft?—Principally stern wheelers with a carrying capacity ranging from 100 to 600 tons and capable of towing two to four barges each, depending on horse power of the vessel. The capacity of the barges ranges from 100 to 800 tons each.

2154. Are they nearly all dumb barges?—Principally.

2155. Are there any barges which are not dumb barges?—Yes, Sir. There are some self-propelled barges, and their capacity ranges from about 80 to 120 tons.

2156. What about tugs?—There are quite a number of tugs.

2157. Owned by whom?—Owned by the private enterprise people.

2158. And they consist of whom?—United Africa Company, Elder Dempsters, Hols and Holland West African Line; those are the four principal firms.

2159. Who are responsible for the wharves and for the loading and discharging of cargo?—At Apapa the Railway, in Lagos the Customs, in Port Harbour the Railway.

2160. I was thinking of the river?—On the river private enterprise are the owners. There are no Government wharves outside of Lagos and Port Harcourt.

2161. Where a road leads to a loading stage on the river, you are responsible?—No.

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[Continued.]

Mr. R. W. Taylor.] We are not responsible for any loading. In one or two cases we are responsible for the upkeep.

Chairman.

2162. You are not responsible for the wharfage facilities on the river. Captain Ivey, are you responsible for the dredging of the river?—Whenever it has to be done, yes, Sir.

2163. So that if a private enterprise firm puts up a wharf, and in your opinion it is going to cost you a great deal to dredge it, have you power to say "This is not the right place for a wharf"?—They have to obtain permission, in the first place, to erect the wharf.

2164. From you?—They got permission from the Commissioner of the Lands on the advice of the Director of Marine.

2165. So that the Director of Marine has the power to say which wharf should be used and which wharf should not be used?—No—whether a wharf can be constructed at a spot selected by them; and a decision is made after considering the depth of water and other conditions in the area where it is proposed to build.

2166. If a wharf is going to cost a great deal in the way of dredging, have you any power to say "This wharf is costing more than it is worth"?—My attitude to the owners of the wharf is: "If you want this deepened, you will have to pay for it."

2167. And you charge them for it?—By repayment, yes, Sir.

2168. So that you do obtain a revenue for your work from the private companies on the Niger?—Well, it is really very little because we are not often required, and very rarely asked to do any dredging work.

2169. I see. Now certain of the tributaries of the Niger are only available for navigation during a very short period of the year?—Yes, Sir.

2170. What is the period?—The Benue is available from about mid-July to about mid-October.

2171. And not at any other time?—I could only extend that period from the beginning of June to the end of October. For Government craft drawing 4ft. 6in. and over I like them to be out of the river by the 21st of October, which is about the average time the river begins to fall.

2172. Regarding the transport of the crops, does the harvest of these groundnuts synchronise with the availability of the river or not?—The river rises after the crop season, so that one might say that it does fit in.

2173. So that you could accumulate your stocks, and there would be time to embark the material and transport it during

the rainy season?—Yes, Sir, but that depends on the quantity to be moved and the number of craft available.

2174. Whose responsibility is it to say whether the volume of traffic offering can be accommodated during that short period?—It is the responsibility of the owners of the craft. The U.A.C. and other companies operating on the Niger running fleets of stern-wheelers and other craft decide at what period they will stop moving the crop and when they will cease to work on account of the falling river. That is not a Government operation.

2175. So that it comes to this, that the availability of the river to handle the results of extended agricultural development is the responsibility of the same companies which are operating the craft on the river. Is that right?—Yes, Sir.

2176. And they are responsible for accommodating the material pending its loading up in barges?—Yes, Sir.

2177. And you are not responsible for that at all?—For the moving of the cargo, no, Sir. My duty consists mainly of keeping the creeks and rivers clear of obstructions.

2178. What mileage of the Niger is available for navigation throughout the year?—Throughout the year there is not much more than about 120 miles.

2179. One hundred and twenty miles?—Yes, Sir.

2180. Are you responsible for the survey of vessels operating on the Niger?—Yes, Sir.

2181. In your opinion, are the vessels now operating fit for the work or are they obsolescent?—The type of vessel is suitable. I mention this because I understand that the owners of the craft on the Niger have said that their fleet is coming to the end of its useful days and they will soon want to replace them.

2182. And you endorse that opinion?—That is the subject of discussion by another committee of which Mr. Pleass is the Chairman.

2183. And he is conversant with the whole of that?—Yes, Sir, he has the details of the proposals of the United Africa Company.

2184. You are responsible for the survey of these vessels?—Yes, Sir.

2185. You do not want a lot of vessels blocking the fairway because they are not river-worthy?—No, Sir.

2186. And have you power to say, "You shall only operate those craft"?—Yes, Sir, that is to say only those vessels that will pass our survey.

2187. And do you say so?—Yes, Sir.

2188. And you put out of use, therefore, quite a number?—I would not say

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[Continued.]

that. We do put out of use a number of craft from time to time but only if their condition is such that they cannot pass our survey. There are times when a vessel comes in for survey and is in very poor condition but not beyond economical repair. In such cases a certificate is issued for a less period than twelve months and the owners advised to re-condition the vessel if a certificate for twelve months is required. If the vessel is beyond repair then a certificate of survey is refused altogether.

2189. We are told, therefore, that the traffic on the river is not being handled, owing to the obsolescence of the fleet, to the extent to which it could be, and that seems obvious. If you have been condemning vessels and they have not been replaced, there are a smaller number of vessels on the Niger today than there were?—I would make it clear that it is the owners of the craft themselves, the United Africa Company and John Holt's, who decide when they will replace condemned vessels of their fleet.

2190. You have very rightly been condemning vessels on the Niger because they do not come up to survey standard?—Yes, Sir.

2191. Therefore you must have fewer craft on the Niger than there were?—No, Sir, because there have been some replacements.

2192. And those replacements have to be to a standard which you lay down?—Up to the standard necessary to pass surveys.

2193. If they bought a vessel which you considered was unfit for navigation of the river, have you the power to say that it shall not operate?—We are more concerned with the condition of the vessel itself than with its capabilities or its construction. If we considered that the craft was unseaworthy or unrivervorthy, we would not issue a licence for it, but we are not concerned with the actual type of craft at all. Whatever craft is brought out, we say whether we consider that it is in a fit condition to operate.

2194. You, I take it, cannot give the Sub-Committee any indication of the traffic conveyed by these companies on the Niger?—No, Sir.

2195. Who can?—The Customs.

2196. They could give us the exact figure of what is offered?—Yes, because if it is shipped payment of export duties arises.

2197. Is there much local traffic which does not come under the eye of the Customs?—I doubt it. There is a certain amount of smuggling by way of Fernando Po, but according to law all has to leave one of the main ports.

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2198. There are many schemes for development which have been considered, and transportation is the key to the lot. From your knowledge of the river, and being responsible for its survey, do you consider that the availability of traffic in the neighbourhood of the river is fully met by the roads which lead to the river and so on?—Well, it is difficult for me to give an answer to that, but I would say "Yes."

2199. You would say "Yes"?—If the road is not there at one of these loading stations, the cargo can be head-loaded through the bush or other paths.

2200. But granted that the river is there and a certain proportion of it is capable of being used for moving the produce, are there areas adjacent to the river which are suitable for development?—Yes, Sir.

2201. And they have not yet been developed?—I find it difficult to answer that, Sir, because I am not sure of the needs of the shippers of the cargo.

2202. I see. I am afraid we are rather tied for time and we have devoted a very long period to the railway side, but is it possible for you to obtain from the companies that operate craft on the Niger particulars of their fleet, what they handle and what are their requirements of replacement?—I will endeavour to do so.

2203. If you would be good enough to let us have a paper on the whole question of navigation and the transport of material on the river we shall be very greatly obliged to you. I understand you have to get it from the operating companies because it is not in your own files?—We have the records of the vessels but the amount of work that is handled would have to be obtained from the Customs.

2204. You see what we want—all the information that you can give us to assist us in finding how far river navigation would help in the development of these areas in the Colony?—Yes. We have one or two difficulties also in connection with Government craft. We have a fleet of various kinds—300 to 400 vessels, small and large—and we are having some difficulty in getting replacements from Great Britain. Three weeks ago we placed an order for 10 small vessels which are required by administrative officers in these areas which are not served by road or rail but which are palm oil and palm kernel producing areas. Normally we build our own replacement at Apapa, Lagos, but during the war years we gave practically the whole of our service to the Navy and neglected our own craft, and now we have to go outside to get replacements, and we are being quoted 18 months and two to two and a half years. We carry coal for the railway from Port Harcourt to Lagos, the railways depending on that carriage from Port Harcourt by sea for their operation. We have a new collier being built at Aberdeen by

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[Continued.]

Hall, Russell at the present time, and that was to be delivered at the beginning of this year, but the latest date is now June, and I would certainly like some assistance in getting quicker delivery if possible.

2205. I take it you indent through the Crown Agents?—Yes.

2206. Perhaps you would put in a paragraph or two as to what your requirements are, because you are in the same position as the railways as regards that?—Yes.

2207. You have 400 craft roughly. What proportion of those want replacing?—When I mentioned craft delivery I had in mind large dredgers of 4,000 tons dead weight capacity, colliers, salvage and other tugs, and smaller vessels now building in Britain. The smaller ones we can handle here, but it is the speeding up of delivery of the larger craft that is difficult, and also the new engines for the craft that we build locally.

2208. Diesel?—Yes.

2209. They are very difficult to get. Anyway, if you would put all that down and say what your requirements are, we shall certainly take note of them and do what we can?—Thank you.

Wing Commander *Hulbert*.

2210. Are the docks under the ownership and control of the Customs?—They are owned by the Government.

2211. Who operates them?—On the Apapa side they are operated by the railway; on the Lagos side by the Customs Department.

Mr. *Parkin*.

2212. Have you ever been called into consultation by any committee or organisation concerned with the development of transport as a co-ordinated whole for Nigeria?—Yes, there is the Transport Communications Board, which is one of Mr. Pleass's concerns.

Sir *Peter Macdonald*.

2213. With regard to the craft you have ordered, are they special types of craft?—Principally shallow draft vessels for service in the creeks.

2214. Have you considered self-propelled landing craft?—Yes, I have, but I do not like the look of them very much. I have seen them at home recently when I was going round the shipyards trying to get builders to build quickly for us, but I did not like the look of the landing craft. I think they are rather deep when loaded. From here to Calabar Province, which is a considerable distance, we are limited by a maximum draft of 4 ft. 6 ins.

2215. They want more than that, do they?—I think they do, and they would cost as much to alter and ship out here as it would to build new ones.

2216. What is the maximum tonnage you have use for?—It varies. The large dredger we have here now has a dead weight capacity of 4,000 tons, and we have two building on the Clyde, one of 4,000 tons and one of 3,000, and a collier at Aberdeen of 4,000 tons dead weight capacity; and it comes down to vessels of 10 tons capacity—small craft.

Mr. *H. D. Hughes*.

2217. I am interested in this Transport and Communications Board the Chairmanship of which is doubtful. When did they last meet?—(Mr. *Pleass*.) It is not a Board; it is a Sub-Committee of the Central Development Board, and it last met at the end of February. Its functions are all matters connected with communications and planning. Sir Hubert Walker, who, as Director of Public Works was the Chairman, submitted a comprehensive report which I believe is in the possession of Members of the Sub-Committee. That was only just before he retired at the end of last year.

2218. Can you tell us what is the present capacity of the Apapa building yards? Is it now back to pre-war? I think you said you had some shipbuilding yards at Apapa for small ships. What is the present tonnage? (Captain *Ivey*.) It is back to pre-war capacity.

2219. It is?—Yes.

2220. Is it capable of expansion?—There is no room there.

2221. So that if you wanted to expand shipbuilding in Nigeria you would have to look for a different site?—We have four yards outside of Lagos: one at Forcados, one at Lokoja, one at Port Harcourt and one at Calabar, all part of the Department; and any extension would be at Port Harcourt.

2222. Is expansion contemplated at all in the ten year plan?—Not so much for the dockyards.

2223. You think the problems involved in expanding your own building capacity would be greater than the problems involved in getting shipping out of the Crown Agents?—Yes, they would. When we get over our immediate requirements we shall then be able to cater for ourselves again. At the moment it is due to not being able to carry out our requirements during the war years.

Mr. *Edward Davies*.

2224. You mentioned 300 odd Government-owned craft?—Yes.

2225. And that there is a certain coal trade in which you engage?—Yes.

2226. What is the main activity of the rest of the craft?—Administrative services, pilotage craft, survey vessels, harbour tugs, passenger services through the creeks, aids to navigation.

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[Continued.]

2227. Have you a considerable passenger traffic, then, for civilians?—It is principally for civilians.

2228. And that is considerably used, is it?—To capacity.

2229. Is it your view that there is room for development of the waterways services in this country? Could they supplement to any considerable degree the existing transport facilities?—I doubt it very much, Sir, but this is a question for further consideration when we have increased the depth of water over river bars and the river approaches to the main ports. These improvements are provided for in the Development Plan. Development of river services on the upper Niger is dependent on Railway capacity from Minna to Baro. Baro is entirely a railway fed port and any development of waterway services must go hand in hand with the capacity of the branch line from Minna to Baro.

2230. There is no proposal to widen, deepen or extend in any sense by artificial cuts or waterways?—I doubt very much whether it would be successful (I refer to the Niger). We have tried bandoling and one channel got worse when we tried that and we dropped it. We have tried dredging the Upper Niger for four to five years but it was not successful, so that particular dredger was sold. The channels in the main Niger change from year to year, and we cannot get a reliable survey on that account. The water in the Upper Niger depends on the rainfall at the back of Sierra Leone the year before. The French irrigation of the Sahara desert in the vicinity of Timbuctoo now takes a lot of the water which used to come down and keep up the heights in the lower Niger. It is just that the water is not now there.

2231. You are limited by the natural facilities in the matter. There is a programme, is there not, of considerable extension of public wharves as and when this is possible. Sir Hubert Walker, in his Memorandum to us, gave us certain proposals: "Public wharves for one ocean-going vessel should be provided at Sapele, Warri, Calabar, Opobo, Degema. These are of simple design, but steel will be required, and also engineers for supervision of construction." Have we got anywhere with any of those wharves?—No, Sir. We have large indents for steel for maintaining the existing wharves. That is a function of the Marine Department, too—the under water maintenance of those wharves—and the steel has been on order for two years or so, and new wharves at the moment are out of the question. Apapa wharf is to be extended by 2,500 feet and the consulting engineers have been

asked to get out the plans and call for tenders for that work to go ahead, but the extension is unlikely to be completed under four and a half to five years.

2232. Is there any considerable delay in getting traffic out of the country? Are your deep water facilities adequate?—They are, but they could be improved. At the port of Lagos the maximum draft at present possible at the wharves is 25 ft. but we hope that the draft will eventually get down to 35 feet. One of the two new dredgers on order now is to be used for that. With the second of the new dredgers it is hoped to dredge Escravos bar to increase the depth from 14 to 20 feet, which will then permit vessels to load to 20 feet at Sapele instead of 14 feet as at present.

2233. Are you having much delay in turning round your vessels at the moment?—Not a great deal.

2234. Not accumulation at the docks?—Not a great deal.

2235. You suggested in reply to a question by the Chairman that the harvest of groundnuts synchronised with the flooding of the Niger?—Yes.

2236. So that in fact you could do a lot more in the way of carrying of groundnuts if you had the necessary shipping?—More could be moved.

2237. Very much more?—It depends on the amount the railway could move from Minna to Baro, and their hands are full in moving groundnuts to Lagos with their present rolling stock.

2238. So that you would not be helped very much by additional shipping in that respect?—Unless they were very shallow draught craft which could operate in the low river season.

2239. What about the palm kernels?—They are principally worked from the south and most of the transport there is done by canoe and lighter.

2240. Is there as big a demand for the carrying of palm kernels as there is for groundnuts?—I would have to ask the Director of Commerce and Industries that—Mr. Young.

2241. I was anxious to find out what is your transport problem. I understand it in regard to the carrying of groundnuts?—I think I am right in saying that the palm oil and the kernels are more confined to the south than to the north. Practically all the creeks are tidal, so that we are not affected much by the rise and fall in the river.

Chairman.] Thank you, Captain Ivey.

Captain Ivey withdrew

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Mr. R. A. McL. DAVIDSON, C.M.G., Director of Education; Miss G. PLUMMER, Deputy Director of Education (Women); Dr. J. HARRIS, Deputy Director of Education (Technical); Mr. W. H. THORP, Acting Deputy Director of Education (Headquarters); and Dr. G. B. WALKER, C.B.E., Director of Medical Services, called in and examined:

Chairman.

2242. Mr. Davidson, yours is a vast subject and Mr. Hughes is going to have a talk to you about it, and we are this afternoon going to Yaba Technical College?—(Mr. Davidson.) Yes, the Centre there is an integral part of the scheme of technical education which Mr. Pleass described to you briefly this morning. This scheme has been launched recently and we have got the buildings well under way and we have in fact started day and evening continuation classes; at Yaba you will see a trade centre and a technical institute, or what will become one.

2243. Would you like in your own words to give us the set-up on the educational side? We have had evidence in London from Mr. Cox. Has he been to see you here?—He has not, I regret to say; he has not yet come to the largest of the British dependencies.

2244. Would you give us your picture, then?—Perhaps I might begin by taking up the point made by Mr. Hughes earlier this morning. When I assumed the directorship of Nigeria I was asked by the Secretary of State to prepare a long range plan of policy. I spend my first tour consulting all sorts of and conditions of people, and I produced a Memorandum on Educational Policy which has been approved by the Secretary of State in principle; it has been debated in the Regional Houses of Assembly, the House of Chiefs, and only last month in the Legislative Council. It has been approved by all these bodies in principle and is therefore acceptable to Government in outline as their policy for the next 20 or 25 years. I think it was suggested that members would like to see this Memorandum on Educational Policy in Nigeria. (*Copies handed in.*) It is a fairly long document, but members will get the background to our problems in Nigeria from it. There was a costed plan based on this Memorandum drawn up shortly after it was submitted to Government, and that was incorporated in Nigeria's over-all development and welfare plan. The main feature is the strengthening of existing secondary schools and teacher training centres and the establishment of new ones both by the Government and by the voluntary agencies. In the Eastern and Western Provinces we have followed the British tradition. The churches came into the field first and they are still a potent force in the land. Ninety per cent. of education in the Eastern and Western Provinces is in the hands of the churches. There was a distinction between a mission school and a Government school which is rapidly be-

coming obliterated. By that I mean they are becoming community schools, and I imagine that in 10 to 20 years the distinction will be completely obliterated. We have concentrated on secondary schools and teacher training centres, for obvious reasons. Unless these are strengthened you cannot expand primary education. You must have decent secondary education if you are to produce teachers for the primary schools, and, similarly, you cannot hope to have a successful university college unless the secondary schools produce adequate material; in fact, this plan is in broad harmony with the recommendations in the Report of the Commission which visited this territory some three and a half years ago. I may say this Memorandum was written towards the end of 1945 or in the middle of 1945, so it is dated to that extent, and it was written before the Elliot Commission had reported. The recommendations made are in broad harmony with those of the Commission. The costed plan, while pre-supposing the Memorandum on policy, was more concerned with the practical difficulties which we were likely to encounter in the next few years. These difficulties are common to all departments: lack of materials and lack of staff. We have, of course, made considerable adaptations by purchasing military buildings. In the Northern Provinces we have secured an American Air Force camp and made it into a multilateral women's centre. In Kaduna we have used the place originally housing the Kaduna College (that is the only Government secondary school in the whole of the Northern Provinces) and converted it into a trade centre, and we are erecting a secondary school at Zaria instead. In the Eastern Provinces we have secured an Army depot and are using that as an ex-servicemen's trade centre, and at Ibadan we have secured an Army hospital and have translated the higher college students from Yaba there to form the nucleus of the new university college. All these adaptations have been made. A costed plan never works out as one would wish but we have made considerable progress. As I have just said, our main difficulties are with staff and building materials. We have used the voluntary agencies, and considerable progress has been made with buildings out of the funds allocated, because they can exercise a closer supervision than can the Public Works Department. The trouble is that labour in this country is extremely wasteful, in the sense that there is no hard core of artisans in Nigerian society. There is very little between the professional man and the illiterate peasant, as there is in a fully developed country. The Nigerian artisan,

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[Continued.]

I am told, produces about one-eighth of the trained British artisan, and partly for that reason the cost of building is excessively high. Where there is a man who can organise African labour and see that they are on the job the whole time, the cost can be reduced very considerably. The technical education plan is designed principally to overcome that difficulty, to produce a body of trained artisans who in time will fill this gap in Nigerian society. There is another point, and that is that education is determined mainly by economic circumstances. In the Eastern Provinces of Nigeria, for example, where there is a tremendously dense population in parts up to 1,700 per square mile in the rural areas, which is even denser than the Ganges Valley, the land will not hold them and the Ibo has got to get out. He knows that if he goes to school he will stand a better chance in this world than if he does not. Where there is not this pressure on the land, the desire for education is not nearly so intense, and in the north they are only just beginning to wake up, partly because of the movement of the Ibos which has caused a ferment in local society. We have in fact included in this year's Estimates £150,000, which constitutes part of a scheme for giving a fillip to education in the north. We feel that the time has now arrived for an intensive drive in the north. For historical reasons they have lagged behind. When we took over northern Nigeria we made certain treaties with the emirs, and one thing which they insisted on 30 or 40 years ago was that no English should be taught. Now they are all turning round and saying "Why don't you compel us to learn English?" That is the sort of thing we are confronted with. Again, the question of the education of women and girls is all-important in this country. In the north we are confronted with the backward drag of Purdah. When a man gets up in the world he locks his wife up, thereby undoing with one hand the good he is doing with the other. It is an interesting problem, that. In the south the proportion of boys to girls at school varies considerably. In the more advanced provinces it is three to one; in the more backward parts it is thirteen to one. Part of the development programme is to give a push to women's education. Miss Plummer will enlarge on that if the Subcommittee so desire.

2245 I hope we shall have a chance of seeing a good deal of the education work in this country?—(Miss Plummer.) You will probably find most of the schools closed. It is just a week after Easter and they have a Spring vacation. You may find some open. (Mr. Davidson.) Committees of this type usually arrive in the school holiday season; it is most unfortunate. There is one point I should mention, and that is the

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question of staff. We have been passing through a rather serious crisis because we have sent home for training overseas some of the best of our African staff, and in the meantime we have not been getting people from home to assist in this vast expansion. We had hoped to develop a two-way traffic, getting people from home on a temporary agreement for five years or so, until such time as we had trained some Africans to take their place. You can understand that that has put us in a very difficult position at a time when everyone wants to get a move on. I think there was reference made to the scholarship scheme this morning. Perhaps I may explain the mechanics of selection.

2246. Yes?—I sit on the Central Scholarship Selection Committee with the Director of Medical Services, the Chief Secretary, Miss Plummer and three African representatives, and we interview short lists of people who are sent by the three regional Selection Committees. Then we draw up a list, and we are asked by the Government to draw it up in order of merit, but it is not easy because we have to assess people who wish to study the arts, humanities and science. We have to consider the needs of the backward areas such as the north; we have to consider women; we have to consider supervising and visiting teachers; we have to consider the people that want scientific subjects, art and music, and the practical type. To draw up an order of merit in those circumstances is no light task, and we are a much-maligned body as a consequence; but we do our best. We send about 30 open scholars home each year. It is a little early to say how they will do on return. Those who have returned to my Department are on the whole doing their work satisfactorily, but of course it must be remembered that there is a considerable strain on these men and women who are sent from this country to an entirely new background and then have to re-adapt themselves on their return. In the case of private students I think the effect has been unfortunate, because they are housed in hostels, and in cases like the W.A. Students Union, in rather unsatisfactory conditions. In fact they form a West African enclave and make no contact with British life at all. That, I think, is a question which required examination.

2247. In regard to these Church Schools, they are what we should call Mission Schools, are they?—Yes, but their mission is nearly accomplished. As I said earlier the distinction between a Government and a Mission school is becoming obliterated.

2248. But there are medical missions as well?—There are medical missions as well, yes.

2249. They also undertake normal teaching, do not they?—They are usually in

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[Continued.]

charge of leper colonies. The D.M.S. will be able to explain that in detail, but medical missions concentrate in the southern provinces on leprosy.

2250. Does that mean that as far as the lepers are concerned their education is left very largely to these Missions?—In these leper colonies, yes. They usually have an ordinary school in the colony.

2251. Are these leper colonies segregated from the rest of the population altogether?—(Dr. Walker.) The actual colonies are, but we endeavour to reserve those colonies for actual infectious cases, and to treat the other cases that may have become non-infective in out-patient clinics, where again we have those out-patient clinics each surrounded by a nest of leper villages. That is the policy we are working on, and we have actually got that working in the Eastern Provinces.

2252. Does it mean that a child who is an infected leper is treated outside the leper colony and goes to school in the ordinary way?—No, Sir, if he is actually infectious he is inside the colony and goes to school inside the colony.

2253. If a child is an infected leper outside the leper colony, you say it is not the policy to move them into the leper colony?—Unless they are infective.

2254. But they do not get educated?—That is a general statement I made. In particular most of the children are allowed inside the leper colonies whether they are infective or not. That rule applies mainly to adults.

2255. We are told that the proportion of lepers in Nigeria to the population is very high?—It is extremely high.

2256. What is the figure?—It is probably 400,000 lepers, and possibly half a million.

2257. Their education is generally taken care of by these medical missions?—Yes.

2258. And a leper remains inside the colony all his life?—No, Sir, until the disease is arrested.

2259. And then they can take their places in the ordinary economy of the country?—In so far as they are not maimed. If we get the cases early, there is a fair chance that the disease will become arrested and then they are called back for regular examination each six months or annually.

2260. From your point of view as Director of Education, have you got any kind of supervision over the form which this education of lepers takes?—(Mr. Davidson.) Yes, Sir. My officers visit the leper colonies and the schools are conducted by them on ordinary lines. They are all very happy.

2261. As the Director of Medical Services says that if the disease is arrested they then try to take their place in the ordinary economic life, it is important that they should be educated in order to do so?—Yes.

2262. What I am trying to get at is whether the medical schools for this purpose are doing the work so that they are in line with your other schools?—Yes, that is true, I think.

2263. I think we must take the question of health on another occasion, but is the medical examination of children in the schools the responsibility of your Department or of the Medical Services?—It is the responsibility of the Medical Services. My colleague the Director of Medical Services, as far as his limited staff permits, conducts medical examinations, but his staff is so attenuated that he cannot possibly conduct a school medical service as it is understood at home.

2264. The shortage of doctors makes it very difficult to carry out anything in the nature of a thorough-going health service in the schools?—That is so.

2265. May I ask you this: You attach great importance, do you not, to examining children in schools in regard to eyesight and so on, so that they can be treated while there is time?—(Dr. Walker.) I realise that is very important but we do not always have the staff. We do so in Lagos. We have a special school medical officer and generally two.

2266. Only in Lagos is there any school medical service?—Outside Lagos it is a matter of the interest taken and the time available to the local medical officer, but as a rule he is far too busy to do anything of that nature.

2267. Are the medical officers charged with this very largely African?—No, Sir. We have a fairly large proportion of Africans as compared with other Departments; the actual figures I think I have here. We have 42 African medical officers, including senior specialists, and 22 assistant medical officers.

2268. Is that all you have got?—That is Africans. We take every one we can who is suitable. I have never refused an application from a qualified African yet. We cannot always keep them on. Sometimes they turn out to be unsuitable for Government service.

2269. What is the number of African doctors in Nigeria as a whole; that is to say African doctors with a degree?—That is the type of question I would like notice of.

2270. Are there a considerable number?—Possibly another 25 to 30 in private practice.

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[Continued.]

2271. Twenty-five?—Yes; but that figure is subject to correction.

2272. For the whole of Nigeria?—That is African doctors in private practice.

2273. Surely that is a very small proportion of the population?—I do not think that we have 200 practising doctors in the whole country for a population of about half that of England and Wales. (Mr. Davidson.) And I believe I am right in adding: ten qualified dentists. (Dr. Walker.) We have a medical faculty in the University College at Ibadan; we have a medical school which has been running for some 15 years, though that is of very small capacity.

2274. If their capacity were greater and the amenities that they offered were adequate, do you think you would be able to recruit a large number of Africans?—No, at the moment I do not think so, not unless the facilities for higher education are extended considerably.

2275. In other words, you have to wait until Mr. Davidson's schemes fructify before you can have an adequate number of doctors in Nigeria?—Yes, Sir. The new University College hope to take in 20 entrants at the outset and extend to 80 per annum as the facilities improve.

2276. That is a sad story?—Yes.

Mr. H. D. Hughes.

2277. We have had some figures given to us from the 1946 Report which show that about half a million children out of the estimate of three million children of school age will get an education when your 10-year plan or your 25-year plan is completed. Can you give us comparable figures for the numbers you estimate will be in primary, secondary and so on?—(Mr. Davidson.) It is very difficult to say at present because the education has developed at a varying rate throughout this vast territory; but I estimate that in 25 years time the back of the task will have been broken. At present we have got 70 per cent. of the male child population in the Eastern and Western Provinces already at school. Mark you, I do not say that the schooling is of a high standard. The figure has gone up by another 100,000 since 1946, but dilution has gone too far. The great thing is to strengthen teacher-training, to consolidate the advance which has been made in these particular areas and, in the north, to push on by any means.

2278. Can you let the Sub-Committee have a memorandum showing the numbers you are proposing to handle for teacher-training in each type of education throughout the period of the development plan? Would that be possible?—I think that has been given by one of my officers in connection with this investigation into

long-range policy. That data is readily available.*

2279. So you can let the Sub-Committee have copies?—Yes.

2280. Is there any kind of target-date by which the education authorities in Nigeria estimate there will be something like universal child education, male and female?—I am afraid not. We cannot fix a definite date.

2281. That is on the general side. Now on the technical side, I discovered this morning in questions that there had been no correlation between the technical education plan and the general requirements of the Development Plan?—This Development Plan was drawn up in considerable haste by each Head of Department in vacuo; that is to say, when the Education Department's plan was prepared there was no question of my consulting the Director of Medical Services nor any other Head of Department. To that extent the Development Plan is open to criticism, I admit.

2282. What is now being done to put that right and to relate your output of trained technicians to the probable requirements of the country?—What we are trying to do is to produce 750 educated Africans, Africans who have reached Inter-Arts stage, and we can only do that by strengthening our schools. Sixth form work as it is understood at home is not known here.

2283. When you say "educated Africans," you mean academically trained Africans?—Yes, fitted for vocational training of any sort.

2284. Let me take this question a little further. You have got a plan for Yaba Technical College. I believe that the Inter-University Council has also proposed a somewhat different plan for regional colleges which will be technical and grammar?—Yes, for colleges designed to provide forms of skill training which are not suited for University work.

2285. But of those two plans which are at the moment proceeding on conflicting lines, which is likely to prevail?—I have recommended that a special survey should be undertaken, because the recommendation of the Inter-University Council impinges on our technical plan to a large extent. Moreover, as one of the main functions of the regional colleges is to train secondary school teachers, it is highly desirable, surely, that they should be regional; that is to say, if there is one regional college with that function the northerners will not come to it; and if it is in the east the Yoruba are unlikely to come east. So I think it should be done regionally. If the main function is "polytechnic", then it must be located where the major industries are. That is a strong case for putting it in one place.

* See Appendix 4 to Report.

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[Continued.]

2286. Whichever way this goes, this is part of the 10-year Plan for Education, shall we say, and there is, therefore, some considerable urgency in the need for a decision in these matters?—There is, and of course we were rather “led up the garden path” by the recommendation of the Elliot Commission, that it was to be part of higher education. Funds were to be provided by the Secretary of State, and it did not form part of the 10-year Plan for this reason. They went back on their recommendation and said “This is not to be regarded as higher education,” but because we were led to believe that it would be, the Secretary of State has induced the Treasury to provide a considerable sum for the regional colleges. In fact a year ago they were searching in the Colonial Office for a Principal. The man for that job wants a salary of £2,000 to £3,000 a year at home,

and most of the married men are unlikely to come out to West Africa.

2287. Is it true to say that at the moment plans for technical education are still in the melting pot?—That is partly true.

2288. Where does the need for decision lie? Who has got the responsibility for reconciling all these various plans?—I have the responsibility for bringing the situation to the notice of Government, and I have done so. My recommendation is that this special problem requires a full-time investigation by a competent officer, probably with the assistance of an expert from home.

2289. And that is now before the colonial Government and will have to be put up by them for Colonial Office approval?—That will have to be submitted to the Colonial Office, I think.

Chairman.] Thank you very much.

Adjourned till tomorrow.

FRIDAY, 2ND APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

At LAGOS.

Mr. R. A. McL. DAVIDSON, C.M.G., Director of Education; Miss G. PLUMMER, Deputy Director of Education (Women); Dr. J. HARRIS, Deputy Director of Education (Technical); and Mr. W. H. THORP, Acting Deputy Director of Education (Head-quarters); recalled and further examined.

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman.] Mr. Davidson, you were giving evidence last night when we had to interrupt the proceedings, and I am very worried about the evidence because it is such an important subject and I do not see how we are going to get enough in the time available, so I would like Mr. Hughes to have a talk to you so that he could put in a note to the Sub-Committee, and also a talk with anybody else who has any points to make; and, of course, in addition to that, it is the custom of this Sub-Committee to ask you to put in a paper, which is attached to the Report as an appendix, and in that way you can put before us the things you may have missed out, but that would be difficult for you without the assistance of Mr. Hughes (or of any other member) to give you an idea of the form in which that appendix should be framed. Now, Mr. Hughes, would you continue your questions?

Mr. H. D. Hughes.

2290. Might we ask Dr. Harris, to begin with, if he would make a brief statement on the technical subject we began to consider last night, taking it up from the point where we left off?—(Dr. Harris.) The members of the Sub-Committee had the opportunity yesterday of visiting Yaba and seeing something of what was being attempted there. I think it might be convenient if I provided the members with these two short statements, one dealing with the finance of this ten year technical education plan—which I should like to emphasise is a ten year plan quite separate and distinct from the general education plan. I have these two short reports here, one dealing with the finance of the plan and the other dealing with the progress that has already been made in the matter of the building programme. May I hand these

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[Continued.]

in? (*Documents handed in.*) With regard to the plan itself, I think it is fair to say that it has broadly four aims: first, to provide, in what are called trade centres, a full apprenticeship training under modern workshop conditions and with modern tools and machinery, and it was proposed to establish three of those trade centres, one at Yaba, one at Kaduna in the north, and one in Enugu in the east. It was proposed also to provide technological training in one technical institute at Yaba, ranging from very elementary standards and working up at a later stage to the higher professional levels in civil and mechanical engineering, electrical engineering, in all building trade subjects and in automobile engineering. The third object of the plan was to train handicraft instructors, and the fourth aim was to set up 26 handicraft centres throughout the country in which the instructors trained in the handicraft instructors training centre would give elementary craft instruction to boys of 5th and 6th standards in elementary schools in woodwork, metalwork and a variety of other crafts, the chief of which were pottery, weaving and leatherwork. I should like at this stage to take the opportunity of removing one or two misconceptions which issued, I think, in the course of yesterday's evidence. The General Manager of the Railway, for example, stated in reply to a question (I think by Mr. Hughes) that he did not send anybody for training to the Technical Institute at Yaba. In fact, 70 of his apprentices attend there every week for a full day's training and instruction (that is in railway time) and they attend also two evenings per week in their own time. The other misconceptions arose, I think, in the case of a question (again addressed by Mr. Hughes, I think) to Mr. Pleass, and from the answer of Mr. Pleass it would have appeared that there was not any kind of co-ordination when this plan was originally being prepared with regard to the number of trainees who would be taken in. In fact, the number of trainees mentioned in this ten year plan was based on consultations with what I might call the technical employing departments—public works, railways and so on—and the scheme was framed after those consultations had taken place. I think it is fair to say that, in the case of the technical education plan, it provides for too small a number of trainees, but the opinion was prevalent at that time that there was very great fear of turning out numbers greater than could be absorbed into industry. I am engaged at the moment—it may be a year too soon—on revising this ten year education plan, and I think the time is ripe for a revision of the plan because it is said, for example, in the General Development Report that revision would, if necessary, take place at the end of five years. The scheme has already been in operation three years, and

I am suggesting that, starting from 1949-50, the scheme ought to be very considerably expanded. I say the time is ripe for revision. I should think it is very evident that, in the Legislative Council, certainly amongst trade unionists and certainly in the country as a whole, there is a very keen interest in Government's proposals in the field of technical education. I am suggesting also, as was envisaged by the original plan, that further technical institutes be set up at Kaduna and Enugu, and that very considerable expansion of apprentice training facilities also ought to take place. Further, I am suggesting also that in the case of the Cameroons, an area not covered by the original plan, a trade centre should be set up there. I can scarcely think that there would be any two opinions about the very great desirability of establishing that centre. All those points I have mentioned so far, I submit, are logical and natural developments from the original ten year plan. There was one further proposed development which I do not think is a logical development of the ten year plan but is something quite new and something, I maintain, which runs directly across the lines of organisation of this existing ten year plan; and that is the proposal to establish what is called a regional college, which is to take the form of a polytechnic. I am suggesting in the case of that proposal that certainly, so far as the technological end is concerned, that end is adequately covered by the technical education ten year plan, as I propose to revise it; and I should like to emphasise—in fact, I think it is very well known—that in the case of the proposition for the setting up and the establishment of that regional polytechnic, the members of the inter-University Council who made the suggestion made it without one iota, so far as I am aware, of consultation with local opinion in any shape or form whatsoever. I do not think I need worry the members of the Sub-Committee with the further proposals I am making in this revision of the plan.

Chairman.

2291. Would you be good enough, when this paper is being drafted, to emphasise as much as you can about your new ten year plan, and set it out so that we shall really have an idea of it to be put into the appendix?—This plan, completed, will be in the hands of the Director of Education by Monday.

2292. We do not want the full plan but a summary of it, because these appendices cannot be very long and we have to condense it into 1½ pages as a rule?—Very good, Sir.

Mr. H. D. Hughes.

2293. On the figures we were given for expenditure under the Development Scheme

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as a whole, I see that under technical education in 1945-46 the estimate was for an expenditure of £33,286. The actual expenditure was £2,973, which is a very small proportion of the original estimate. In 1946-47 there was an expenditure of £14,000, compared with £56,000 estimated, again in a very small proportion. I wonder if we could have some explanation of that?—The reason is, of course, that in 1945-46—that was the first year of the plan—we were presented with a large tract of bush land and operations were just commencing, and, following the usual procedure, the estimates covered, for example, appointments which it was hoped would be made but which in fact were not made in that particular period.

2294. The same applies on the figures for general education, Mr. Davidson, where on the general document that we were given there was an original estimate of £33,000 of which less than £2,000 was spent in 1945-46; and in 1946-47, of an original estimate of over £56,000, only £14,000 was spent. Could we also have the reasons for that? That is on general education?—May I just add a word to what I have already said? If you look at the table (a copy of which I have just given you) and come out right to the end where the grand totals for the completed three years are shown, in the case of the first line the amounts appearing in the estimates total £59,000, the amount actually spent, £28,000. That reflects a time-lag in appointments, and if you look at line 2, which deals with the expenditure in connection with buildings, the explanation there (that is not so bad) is that £136,000 was budgeted for and in fact the actual amount of building done was £101,000 odd. The discrepancy in that case would be owing to the slowing up of building operations because of the difficulties of the supply situation, and in line 3, to which I would like to direct your special attention, we have indented for £72,000 worth of equipment and we have got roughly rather under 20 per cent. (Mr. Davidson.) In answer to the question put to me, the same factor operates: we have to make total provision but we have not got more than a very small proportion of the staff and equipment for which we indented. That is the answer in brief.

Mr. Edward Davies.

2295. I would like to ask Mr. Davidson some questions about his experiments in adult education. What is being done in that regard?—Following on the State Paper (Colonial 186, Mass Education in African Society) I detailed an officer with special experience in that particular branch to conduct a survey, with the idea of selecting target areas where the emotional response of the people would be greatest. It is quite obvious that one cannot start mass

education schemes on the lines set out in that State Paper over the whole of Nigeria, so we have selected about a dozen target areas. The operating factor may vary: for instance, where society has been jolted out of its traditional rut, such as the Anchau sleeping sickness corridor, an area where there are large numbers of returning soldiers, as at Zuru in the Niger Province, and so on. We have selected these areas and the Mass Education Officer has started operations. His main theme is to ascertain whether there is a demand for fundamental education and, if there is, to proceed to social education as defined in the paper, pulling in all the departments concerned. The problem may vary according to the district; one area may be dealt with for infant mortality and another for soil erosion, and so on. Mr. Chadwick, the District Officer at Udi, by the force of his personality has induced the people in that area to undertake various forms of activity: constructing co-operative shops and building roads on their own initiative; in other words, he has tackled the problem from a somewhat different angle. There, though the attack was on the social side to begin with, it has induced a considerable demand for fundamental education.

2296. What do you call fundamental education?—Literacy—on the lines of the publication produced by U.N.E.S.C.O. If a person is literate, his wishes to improve himself will be greatly enhanced, and if there is a great demand for literacy there is a reasonable probability that these particular communities will respond to the activities of the Social Welfare Departments concerned—agriculture, forestry, veterinary, and so on. I believe that the Sub-Committee wish to see Major Carpenter in the course of their itinerary, and I have warned him to meet you either at Ibadan or Kaduna. He happens to be away from his station but will meet you before you finish your tour.

2297. Does the African not regard education at present as a means of improving his economic status, and do you think you can surmount that?—That is the major operative factor, undoubtedly, as I explained in the case of the Ibos in these densely populated parts of the Eastern Provinces. The demand for education arises from the fact that they have to get on in this hard world and they know it. They feel that if they can get to a school they stand a better chance than if they do not.

Mr. Yates.

2298. I have some questions to put to you, and first of all I want to refer to the Memorandum we had in London where we were informed that the main obstacle to the provision of general education is likely to be financial, especially as we have an ever growing number of trained teachers

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requiring remuneration at rates which, unless the wealth of the country greatly improves, will be uneconomic. I rather gathered from Mr. Davidson yesterday that it was not financial but that there was a difficulty in obtaining staff?—Both factors operate, but before we can establish universal education, as understood in a developed country such as the United Kingdom, the economics of this country have to be improved out of all recognition. This is a very poor country and if we employ a vast number of trained teachers whose salary is out of proportion to the income of the average inhabitant, there will be a breakdown, so it requires a very careful adjustment to the local economy.

2299. Do I understand you could get more trained teachers quite easily?—Not quite easily.

2300. But you could get more trained teachers if you were prepared to pay higher salaries?—That is a part of the ten year plan. We are producing more and more trained teachers, and my estimates are leaping up every year in consequence.

2301. This goes on further to say that the provision of free education is impracticable, so that all the education that you are providing is for payment of a fee?—Not all. This country is not homogeneous. In the most highly developed areas educationally we are at the age in English educational history of pre-1870—before the School Board era—when a third of the cost was met by school fees, a third by the community, and a third by the Government. That is roughly the position obtaining in the most highly developed areas in this country now. In certain areas, of course, we are just making a start and no fees are charged.

2302. Do I understand that the general fee for all education is 10s. a year, whether primary or secondary?—No, it varies according to the economics of the area, but a rough average for junior primary schools, that is the first four years of school life, is 10s. a year, and for senior primary schools, that is the 5th to eighth years of school life, it is 25s. a year.

2303. Have you a system of remission of fees?—Cases of hardship are investigated by the local committees wherever possible.

2304. Are they able to collect evidence which is conclusive?—The local people know much more about the individual cases than someone sitting in Lagos, like myself.

2305. I think you said 90 per cent. of the education is in the hands of the churches?—In the Southern Provinces.

2306. Only in the Southern Provinces?—Yes, that is to say, 90 per cent. of the education is conducted by what we call the voluntary agencies, which are mainly the Christian missions.

2307. Do I understand that these voluntary agencies recruit their own staffs, their own teachers?—We assist them to train their own teachers.

2308. Because, according to the estimates, it is quite obvious that the voluntary organisations are proceeding at a greater pace than the others?—I explained yesterday the reason for their greater progress in building operations.

2309. They are not, apparently, having the difficulties in making progress that you are faced with?—They have difficulties of staff; they are finding extreme difficulty in recruiting staff, more particularly the Protestant societies.

2310. Then there is a certain amount of education that is going on through private companies?—What one might call community schools.

2311. What is the attitude of the people of those schools?—The people feel that their school is their very own and usually the native authority himself takes a keen interest in the school.

2312. What about the sort of school run by the United Africa Company?—I did not know that they ran schools.

Mr. Yates.] I thought we had evidence to that effect.

Chairman.] I think the evidence was that wherever they were developing they would make themselves responsible for a building for a school, and there was some comparison with the work being done in the Belgian Congo. That is my recollection of it. I think in the Belgian Congo they are responsible, but not in Nigeria.

Mr. Yates.

2313. So that there are no private factories that are running educational institutions?—Not to my knowledge. The mining companies in the plateau are considering establishing schools. I believe they have one. The United Africa Company, so far as my knowledge goes, have not established a school in this country.

2314. In the case of technical education, does the private employer contribute anything towards it? For example, last night we saw in one class 50 per cent. of the students were from the United Africa Company. Do they make any contribution?—(Dr. Harris.) They make the entire contribution. They pay the fees and supply whatever books and class materials are necessary.

2315. They pay the fees?—Yes. (Mr. Davidson.) The United Africa Company in this particular case do pay the fees.

2316. Is there a very great problem with abnormal children? How do you segregate the normal from the abnormal?—It is just a case of certain abnormal children having

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treatment from the local Medical Officer—they are sent to him.

2317. I mean mentally backward children. Do you put them all together?—The teacher, as far as possible, adopts individual treatment in these cases, but I am afraid we have not got the refinements, as I have already explained, that you have in an up to date society, so the teacher has to make the best of a bad job.

2318. I suppose a large proportion of them might be backward?—Not so large as one might suppose.

2319. It is not a great problem?—The school population is much healthier in general than those who do not go to school.

Wing Commander *Hulbert*.] Are we going to have a paper on the use of broadcasting and so on?

Chairman.

2320. Yes, I hope so. I have already asked Mr. Davidson and he is considering it.—(Mr. *Davidson*.) I have suggested in my Memorandum on policy that the Government should appoint a Committee to find out how broadcasting can be harnessed.

The witnesses withdrew.

Dr. G. B. WALKER, C.B.E., Director of Medical Services, Government of Nigeria, called in and examined.

Chairman.

2324. You are Director of Medical Services?—Yes.

2325. And what are your functions?—To direct medical services generally and medical policy in this country.

2326. For the whole territory?—For the whole territory, and the Cameroons.

2327. Would you tell the Sub-Committee how many Europeans and how many Africans there are in your service?—I can give you a reply to a recent medical questionnaire.

2328. Just the rough numbers—how many European doctors you have and how many African doctors. I think you told us yesterday 40?—Forty-two is, I think, the figure in actual fact. We have 42 African medical officers and 22 African assistant medical officers. They are Yaba Medical School graduates. Fourteen of our 42 medical officers as such are also Yaba graduates who have been promoted to the rank of medical officer after five years' experience.

2329. Before a doctor can practise in the territory, does he have to have a degree or not?—Yes, Sir—either a degree which is registrable by the G.M.C. or our local diploma.

2321. Are not we right in thinking that we can get that from some other Department?—Yes, from the Public Relations Officer.

Wing Commander *Hulbert*.

2322. How are those boys we saw at the Technical College last night selected?—By examination, competition and interview.

2323. You said that a few of them, until they came there, were kicking their heels round the streets?—(Dr. *Harris*.) The opening of the classes was widely advertised, and in response to an advertisement inviting 100 applications we had rather over 600 applications.

Chairman.] That is one of the most important subjects of the lot. It would be greatly to our advantage if we could have a paper from you on that. You could ask members of the Sub-Committee the sort of form in which the paper could be compiled. It would then form a very valuable appendix to our Report. We want to know a good deal about women, female adult education and matters of that sort; what is being done to help them, and so on. We have not touched on that aspect. Thank you very much, gentlemen.

2330. But who sets the scale for the examination for that diploma?—The Board of medical examiners are responsible.

2331. Who are they?—They are the equivalent in this country of your General Medical Council.

2332. Is it an effective body?—It is a statutory body.

2333. Is it an effective one?—Yes, sir.

2334. And it is composed of people who are really qualified to lay down this scale?—Yes, sir. I should say the composition is: myself (unfortunately) as Chairman; the Deputy Director of Medical Services; the Principal of the Medical School; a representative of the Director of Education; and 2 nominated members, who at present are local African private practitioners in Lagos.

2335. Now can you tell us in your own words what are your major difficulties, and also about the financial position as regards the Estimate, because I understand from what you told us yesterday that the number of Africans who wish to become qualified medical students is dependent on the arrangements you can make with the hospitals in the United Kingdom. Is there any arrangement by which African students can go anywhere

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[Continued.]

else and "walk the wards" other than in the United Kingdom?—Apart from Ireland, no, Sir.

2336. They do go to Ireland, do they?—Yes, Sir, quite a few go to Dublin and elsewhere.

2337. Are you satisfied about the arrangements which are made for them in the United Kingdom, or can you suggest anything to the Sub-Committee which might improve it, in order to encourage more Africans taking part in this?—I am satisfied with the present arrangements.

2338. Then how can you account for the fact that there are so few coming forward, as compared with other territories?—I think we compare very favourably with other territories. We have many more qualified African practitioners than they have in the whole of East Africa.

2339. And what about the apothecaries: are they trained for making up prescriptions and so on?—Yes, Sir. We have a very good school of pharmacy in Lagos, and we have recently established a further one in Zaria in the Northern Provinces.

2340. And you are going to expand that plan?—We are expanding it under the Development Plan.

2341. I am told that there is an enormous sale of patent medicines by all sort of firms?—Yes, Sir.

2342. Is there any check on the sort of stuff which is sold in shops which pretends to be a cure for this, that and the other?—There is the Undesirable Advertisements Ordinance, which controls particular items. There is also the Customs Ordinance, under which we can prevent the importation of dangerous drugs; and all the proprietary and patent medicines are subject to sale by licence. It is not very satisfactory; we have not got the machinery for making it work smoothly enough, in order to exercise the control desired.

2343. But you would agree that it is very important that the people should not be victimised by charlatans who pretend, at high prices, to sell articles which are in fact worthless?—I do agree.

2344. Do not you think it is more important to concentrate on that in this country, where people may be taken in by them, than in other territories?—Yes, Sir, I think so.

2345. As Director of Medical Services, you are responsible for the port arrangements, are you?—The port health arrangements, yes, Sir.

2346. That absorbs a large number of doctors, does it not?—No, Sir; the only full-time officer is the Port Health Officer at Lagos. The majority of the vessels coming from the south or from the north call at Lagos in the first place and they are cleared there.

2347. You do not think that you want to have special officers for that work, so as to free them for the work of looking after the Africans generally? In other words, what medical strength do the official jobs for which you are responsible absorb?—I do not understand the question.

2348. You have got a limited number of doctors for a very large population?—Yes, Sir.

2349. And you therefore want every single doctor you can lay your hands on, to look after the welfare of the people?—Yes, Sir.

2350. If it is laid on you as Director of Medical Services to find doctors for jobs like clearing ships, it means that that reduces the number of doctors available for looking after the people?—It does.

2351. I am asking you what proportion of your total medical staff are so absorbed?—As I say, there is only one full-time medical officer of health there.

2352. That is amazing. That man must be over-worked, because he has got to be available day and night?—During the hours of daylight. I have been Port Medical Officer of Lagos, so I know. We have generally to be available from half-past five in the morning until dusk.

2353. And you can do that job with one man?—There has been very little delay at any time.

2354. I think you ought to be congratulated, if you can manage to carry out that work with only one man. Under these development schemes where you are moving population and developing, what steps are being taken by you for the health and welfare of the people so employed?—It falls under three heads, our Development Programme. We are hoping to extend our preventive service, which I regard as most important, and the principal agency we rely on will be a series of 18 medical field units, formerly called epidemic units, whose primary function will be to deal with epidemics, of which we have a lot more than we desire. To quote the figures for last year, we had 5,161 reported cases of smallpox with 904 deaths; we had 1,523 cases of cerebro-spinal fever with 350 deaths; and 831 cases of relapsing fever with 35 deaths. The relapsing fever was towards the end of last year, and of course it is continuing; that was the beginning of the epidemic. The composition of those epidemic units will be: a medical officer of health, a sanitary superintendent or a field sanitary superintendent with qualifications not only in respect of hygiene but medical qualifications such as are obtainable in the R.A.M.C.; then we will have a couple of trained African sanitary inspectors; we train them here up to the standard of the Royal Sanitary Institute Certificate; then about 2 dozen dressers; that is what they are termed in the Estimates. Some of those are trained

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microscopists; others are trained in the technique of administering injections. They will primarily deal with epidemics, but we hope that we will have quiet periods when they will do surveys. Under the direction of the Nutrition Unit we hope to establish, they will do a nutritional survey and surveys of endemic diseases, anti-malarial measures, mass-treatment of yaws, which is very rife in the eastern and southern provinces. We will also establish rural health units, some as models for the native authorities to copy. Secondly, we hope to increase the number of available hospital beds. At present we have approximately one bed for every 4,500 of the population, whereas in England and Wales, quite apart from your private nursing homes, you have approximately 1 bed to every 250 of the population. We hope within 10 years to increase that to a proportion of 1 bed to every 2,000 of population. That, I think, is about as much as we can accomplish in the period set, if we can accomplish it. There has been some criticism of our development plan on the ground that we concentrated too much on hospitals, but I do not think that we can gain the confidence of the people sufficiently to get their co-operation, in our preventive measures, unless we show ourselves to be doctors who can cure disease. I do not want to waste the time of the Sub-Committee, but I might tell you of a small experience of mine about 20 years ago. I was sent out to investigate an epidemic of yellow fever at Ife 160 miles up country, and I found there that they did not regard me as a doctor at all because I did not have a medicine chest with me. I had a little pot. permang., however, and I got a little old lady with bronchitis and gave her whisky, gin, bitters, quinine and pot. permang., and ever after that I had no difficulty in getting information. So it is most important to establish hospital services, and they are badly needed. Then lastly we must have training establishments, so as to provide the subordinate staff for our hospitals and preventive services. Those are the broad lines upon which we are proceeding. We have side lines: we have a special leprosy scheme and we have a special vote for trypanosomiasis research.

2355. In this development scheme, can the Sub-Committee take it that you are consulted in regard to the conditions prevailing in the various areas which are under consideration?—Oh yes.

2356. And would you be in a position to say that if a thing was done in a certain area it would be more risky from a health point of view than if it was done in another area?—Yes, Sir. Not before we prepared the original development scheme, but before we assessed the priorities, I travelled practically all over the country and spoke to all the Residents with the exception of the Cameroons (I did not have time for

that) and discussed the matter with them and with the Regional Development Boards.

2357. In regard to these schemes where it means possibly moving people from one area to another, have you got a supply of double Indian tents, like the ones used by the R.A.M.C. for mobile medical units?—Our medical field units will be as fully mobile as we can make them, and they are supplied with tentage.

2358. So that you have a complete R.A.M.C. field unit?—Well, approaching that.

2359. Have you ever enquired about or thought of finding out about the amount of medical stores that are now being sold at home under Ministry of Supply disposal?—I am afraid not. We have made enquiries locally.

2360. But you are aware, are you not, that there are vast quantities of medical stores and drugs being offered for sale by the Ministry of Supply at home?—We have not enquired at home. We have had a considerable amount here.

2361. In other words you are not short?—We are short.

2362. If you are short, would not it be worth while if you were told what was available and you could then say what you wanted?—Certainly it would be worth enquiring about, but I doubt if it would be any use, because our main shortages are in respect of textile, surgical goods, lint, rubber gloves, and ether and other anaesthetics.

2363. You said just now that your standard was the standard of the Royal Sanitary Institute?—We have a local board of examiners allied to the Royal Sanitary Institute.

2364. How do you "put over" to these people those matters of hygiene and sanitation, as to what they should do in that regard?—I think we can say that we were one of the first colonies to establish a health propaganda unit with a mobile cinema. I am one of the believers in pictorial education. These people absorb it to a much greater extent than they do a broadcast or a lecture.

2365. Do you mean by means of a cinema?—Yes, with, of course, an accompanying talk. That has now been passed over during the war to the Public Relations Officer, because he wished to combine health propaganda with propaganda in regard to the necessity for producing oil-seeds, etc.

2366. You do not mean that the Public Relations Officer is now responsible solely for the teaching of the Africans the rudiments of sanitation?—No, Sir; I am merely talking about those particular cinemas.

2367. Do you oversee the films which are made?—Yes, Sir.

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2368. Have you got enough of them?—No, Sir, but the Colonial Film Unit are preparing one on leprosy, at the moment. We can extend tremendously.

2369. You are aware, are you not, that the House of Commons votes a very large sum of money to the Central Office of Information every year of which one section is now dealing with the requirements of the colonies?—Yes, Sir.

2370. And they have a unit out here now?—I do not know if they are actually on the spot.

2371. When they come out to you, it is to you that they go for medical information?—Yes, Sir. Their principal film officer is an ex-member of the Medical Department.

2372. You would therefore say that as far as you are concerned you are entirely satisfied with the health and sanitary arrangements made in connection with all these development schemes?—I do not know that I am entirely satisfied.

2373. No doctor is ever entirely satisfied because there is always something more he wants to do; but as far as you can be, with what is available, do you think that the maximum is being done?—I think we are moving as rapidly as we can expect to move.

2374. Now in regard to midwives and child-welfare: that comes under you, does it?—Yes.

2375. Are you satisfied with the midwife side of it? Is that proceeding satisfactorily?—It is going as fast as it is possible, but the inhabitants in the south are not satisfied with the progress. The demand is terrific.

2376. Have you many nurses?—We have 657 government nurses, and 128 government midwives; then the mission and private ones total 173.

2377. Then do a lot of those medical missions and missions of all kinds make any attempt to train women as nurses and midwives?—Yes, Sir.

2378. And do they have to pass some examination set them by you?—They will have to.

2379. They do not now?—Well, we have recently had our first meeting of the Nursing Council set up by statute last year, and we will control the syllabus of training and also endeavour to obtain some uniformity of standard by holding government examinations applicable to missions or private hospitals.

2380. And the Sub-Committee may assume that as there is a shortage of doctors per head of population it is very important to increase the number of trained nurses?—Yes, Sir.

2381. And in that you do work in with the Director of Education?—We have asked that the Director of Education should have a representative on this Nursing Council.

Mr. Parkin.

2382. How much do you spend per head of the population?—About 6d. roughly speaking.

2383. Sixpence a head per year?—Yes.

2384. Is that considered extravagant by any sections of opinion?—Not nowadays.

2385. Is there any section of opinion which thinks that the country will be unable to maintain the cost of an increased medical service?—I do not think so.

2386. The same sort of objection has been brought up in the case of education, that the costs will be too high. Have you any machinery for demonstrating the economic benefits which will be obtained from greater efficiency of individuals?—No, Sir, we have not. You mean more or less on the American system?

2387. I am not familiar with the American system?—Well, they have developed it to a marked degree. For instance, in the case of the United Fruit Company, they do show the economic loss due to disease, but that is machinery we have not been able to develop yet.

2388. Are you anxious to get it?—I should like to very much, and I think that with the development of a Statistics Department we shall be able to do more.

2389. That is a job which could be done by the Statistical Department without putting any more work on your already over-worked medical officers?—At the outset, certainly.

2390. For instance, in the anti-malarial scheme is there any provision made for keeping a record of the improvement in the health of people and their working capacity?—Yes, Sir.

2391. Are there any economic units, agricultural, industrial or marine, which keep records of effective absenteeism due to sickness?—I should think the Railway does.

2392. Have you attempted to get them from the Railway, for educational propaganda purposes?—I am afraid not.

2393. Would it help you?—It would indeed.

2394. Have you any connection with other Departments in the research scheme into nutrition on the same lines? I mean, are you getting evidence from other Departments of the tendency to lower the standard of living in certain areas?—Well, we have made spasmodic enquiries ourselves during the past 20 odd years, and at one time there were two nutrition committees, one for the north and one for the south, on which there were representatives of the Veterinary and Agricultural Departments.

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2394A. For instance, it is said that the growing consumption of cassava is a bad thing dietetically?—I agree with that.

2395. Is it from your work that that information is obtained?—Yes, Sir.

2396. What happens with a piece of information like that when you get hold of it? Do the Agricultural people act on it?—I think they endeavour to inform the people that in changing their staple diet from maize, shall we say, to cassava they are doing themselves harm; but I believe that the virtue of cassava is that locusts do not eat it. That is the only virtue in it that I can think of.

2397. 'It is not good for locusts?—They will come and strip farms, but they will not touch a farm of cassava. I say that subject to correction.

2398. What power have you as Director of Medical Services to demand that your colleagues in other Departments should take urgent action as a result of your recommendations? What power have you to demonstrate that your resources, limited as they are, are being frittered away by a development of that kind, for instance?—I can only operate through the usual channels; in the case of the different regions that would be through the Secretary to the Chief Commissioner.

2399. But do you find now in the territory at any rate that the old distinction between welfare services and economic development is breaking down?—Definitely.

2400. And that there is no prejudice now against these welfare schemes on the ground that they are expensive luxuries?—No, Sir; I find people much more co-operative.

2401. The whole cost of the research scheme into nutrition is being borne by the Nigerian Government and therefore that is outside our terms of reference, but I would like to ask why that distinction was made?—I do not know. Mr. Pleass may be better able to answer that question. As far as I am concerned I do not care where the money comes from.

Chairman.

2402. But do you get it; that is the point?—We are getting much more than we used to.

Mr. Parkin.

2403. But you think it is purely incidental, that they divided up the money somehow?—As a matter of fact we endeavoured to establish such a unit before the actual Development Plan came along.

2404. So once again your plan now is largely what it would have been over a longer period of years even if there had been no contribution from the British Parliament?—Yes.

2405. And in your original plan you would not put first priority to these economic research operations?—I think it is a mistake. As Professor Davey said some time ago, "What is the use of your Medical Department going on with these great schemes, probably doubling the population in 30 years, and with no food to feed them on?"

Sir Peter Macdonald.

2406. Are you responsible for the Veterinary side?—No, Sir.

2407. Are you hampered in any way by witch-doctors and people of that sort exercising their influence in the backward areas?—I should say "Yes," although it is not noticeable. But there is no doubt that in many of the backward areas they still do not have any faith in western medicines.

2408. Is that breaking down gradually?—It is breaking down gradually as we expand.

Mr. Edward Davies.

2409. You have done a good job of work in the anti-malarial field, but that has been concentrated in and about Lagos, has it not?—It has so far, except for various services that have been met outside. No large scale anti-malarial schemes have been settled.

2410. What has it meant—improved sanitation and things of that sort?—The anti-malarial scheme here was a matter of bunding and drainage, because we find one of the principal carriers of malaria is the mosquito which breeds in water with a fairly high saline content, and therefore we banded and drained so as to keep out the tidal water and control them, with very satisfactory results.

2411. There has been a tangible reduction in the number of deaths?—I should say yes, but it is very difficult for me to produce such figures. I have a figure for the European hospital in Lagos somewhere in my many files, but I seem to have mislaid it.

2412. But you have no particulars about the country in general as to what the effects of malaria are, and I take it that no similar action has been taken throughout the country generally?—Not on any large scale. We have had surveys of various important towns made from the point of view of malaria.

2413. Where the experience of Lagos would be available to them?—The experience in Lagos will be available and will be of the greatest value in ports and places subject to tidal action.

2414. One of the most striking parts of your Report is this section on the leprosy problem. What accounts for the large incidence of leprosy in this country?—That

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is a question I would like you to put to Sir Leonard Rogers or Dr. Ernest Muir. I suppose the backwardness of the people is at the base of it—faulty housing, overcrowding.

2415. Malnutrition?—Malnutrition undoubtedly has an effect, but which is the principal factor I am not in a position to say.

2416. Are you satisfied that there is some sort of reasonable control now over its development?—In our "spot" areas, yes, we are developing control, but it is a disease associated with poverty.

2417. You have no vital statistics or statistical record of any considerable dimensions at all for the whole country, have you?—Not for the country as a whole, no.

2418. You have no idea what the records are as far as infantile mortality is concerned?—I can only give you the records for Lagos. They go back some way and they are fairly accurate; they are for quite a number of years.

2419. What is the present rate of child mortality in Lagos?—For the last year, about 110.

2420. Which compares with 40 to 50 in European centres?—Yes.

2421. Is that an improvement on, say, 10 years ago?—Yes, it has been steadily improving.

2422. But you have no information at all as to what is happening elsewhere?—Yes, we have established a vital statistics centre in a number of other areas: Enugu, Aba, Port Harcourt, Calabar, Kano, Makurdi, Minna, Jos, Agbor, Onitsha, Ikorodu, Badagry, Abeokuta, Bida, Abuja, Kontagora, to quote a few, and many of the native authorities are taking it up, but there is a certain amount of opposition and suspicion on the part of the native population in those areas. They do not appreciate the value of vital statistics.

2423. Do they think we are prying into their affairs for some ulterior motive?—Probably.

2424. What is the expectation of life? Have you any particulars of that in any area or in the country as a whole?—No, Sir.

2425. What can you tell us about mental disease? You have no considerable provision for mental diseases outside Lagos?—We have no considerable provision at all. We have small asylums at Calabar and one out at Yaba, which is not a show place—far from it—and there is a prison asylum at Lokoja; but we have been trying to get a modern mental hospital built and we hope to get it started this year.

2426. Have you any trained psychiatrists or specialists?—We have managed at last—about a year ago—to obtain the services of

a trained psychiatrist—an alienist—and we have also sent home one of our better Yaba graduates who is interested in psychiatry, and he is at present doing a course for his diploma in psychological medicine in London.

2427. So that where you have a person suffering from some mental malady which makes him difficult to handle, except in about two cases it is a matter of confining him in prison, is it?—Well, practically every prison has a cell or a ward gazetted as a lunatic asylum under the Lunacy Ordinance. Nobody is satisfied with the arrangement.

2428. Is there medical attention or not?—There is medical attention, yes.

2429. This long story could take us days, but could you tell us how many doctors you have requested from home and how far you are falling short in your recruiting?—The last time I surveyed the staff position we were 34 short; that was about a couple of months ago. I do not think the position has materially altered since.

2430. Those are jobs which are accepted as immediately necessary and for which you can get no recruits?—That is so.

2431. What are the obstacles, do you think—is it salary or climate or what?—I think salary myself, to a very large extent.

2432. The salaries are unfavourable compared with home or with other colonies, perhaps?—Yes. As you know, there has recently been the Harragin Commission and, so far as medical officers are concerned, their position is much the same as it was 26 or 27 years ago. I came out at £660. If I were a new recruit coming out now I would come out on £720, from which £60 would be deducted for the rent of my house.

2433. £720 a year?—£720 a year is what is at present being offered.

2434. That is a rather ridiculous figure?—That includes expatriation allowance.

2435. What is the term of employment—two, three years—for a man like that?—He comes out for three years on probation prior to joining the Service.

2436. So you would take the view that the salary is quite disproportionate to the work he has to do?—I do.

Chairman.

2437. May I put this question here? You have been out here a long time. What do assess the increase in the cost of living to be here from your point of view?—I should say about 100 per cent., just offhand.

2438. Has there been a review of the expenses, to your knowledge, to which officials like yourself are put out here?—Yes, it has been gone into in great detail, particularly by the Association of Civil Servants.

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[Continued.]

2439. What is the name of the Report?—It is also mentioned in the Harragin Report; Sir Walter Harragin took evidence about it.

2400. And your people were able to give evidence before them? Did you give evidence?—No, I did not give evidence; my predecessor gave evidence.

Mr. Edward Davies.

2441. Is there any payment made by the people who receive them for the medical services which you provide?—Yes, there is a set scale of fees laid down under the Hospital Fees Ordinance.

2442. Is a doctor allowed to supplement his salary in any sense?—I am afraid he is allowed the privilege of private practice.

2443. To what extent does that supplement his basic salary?—It varies considerably from station to station. Up in the north he probably makes not a cent from one year to another, except in stations like Kano, Zaria and Jos.

2444. So the position with which we are confronted is that, while a man may earn £3,000 at home in different circumstances, he is expected to come out here for £700 or £800?—£720.

Mr. Yates.

2445. You said that you could only provide one bed for each 4,500 population?—That is an approximate figure.

2446. How many hospitals are there in Nigeria?—You mean Government, native administration, and missions?

2447. Yes—roughly—and are they all general hospitals or are there any specialist hospitals?—Apart from the maternity hospitals I should not say there are any specialist hospitals, except these two, the Maternity and Tuberculosis Hospital, Lagos, and an Orthopaedic Hospital.

2448. What is the extent of tuberculosis in Nigeria and what steps, if any, are you taking to meet that problem?—According to the Annual Report for 1946 only 1,562 cases are recorded, with 282 deaths, giving an approximate incidence of 0.78 per thousand compared with 1.36 at home. I suspect myself that that is a false picture, because in Lagos we have more accurate statistics and we find from post-mortem examinations and notifications from private practitioners and so on that tuberculosis accounts for between 9 and 10 per cent. of our deaths. That is in Lagos; yet in our hospitals throughout the country, as I say, there were 1,562 cases, with 282 deaths, recorded for the year 1946. I have been trying to get an expert to come out and advise me. Although it is in the Development Plan, I am not prepared to recommend Government to commit themselves to large expenditure on sanatoria until I am satisfied that the sanatoria are going to be placed in the proper climatic

conditions. We hope to have Dr. Heath, who is Senior Tuberculosis Officer to the London County Council and adviser, I believe, to Papworth, out here in July, and after he has been here and seen round the country and assessed conditions he is going to endeavour to get us a suitable T.B. expert.

2449. Have you any outpatient treatment centres attached to the various hospitals?—Yes, Sir, always.

2450. So that the population are able to come to the outpatient department?—Yes; and they are very busy departments as a rule. To give you one idea of the tremendous increase in medical work in this country since 1915, these figures might be of interest to the Sub-Committee: in 1915 we had 13,832 in-patients and 95,227 out-patients. I will skip 20 years and come to the year 1935, where we find there were 50,923 in-patients and 674,062 out-patients. Then we practically double our number of in-patients by 1945, the total being 108,618, and the total of outpatients being 87,417. In addition to that, our native administration dispensaries were during 1945 responsible for the treatment of 1,588,094 new cases, involving 6,319,270 daily attendances.

2451. That is a problem. How do you manage to arrange priority of treatment? I suppose you deal with as many as possible?—Yes.

2452. Have you got long waiting lists of people?—Yes.

2453. I suppose you can only take the very urgent cases?—We take the emergencies first, naturally. We have long waiting lists and some Medical Officers put patients on the floor; that does happen.

2454. Putting patients on the floor?—Yes; they do not mind; the peasant is used to it; but I have seen that in hospitals. We are grossly overcrowded in such hospitals as we have.

2455. There is a great problem, is there, in bringing people into the hospital where the distances are so very great? Have you got a good system of transport there?—Our ambulance system has not been properly developed but we have made provision in the Development Programme for ambulance services. I have forgotten the figure; it is somewhere about £136,000 for ambulances.

Chairman.

2456. We are very greatly obliged to you. We have strayed a very long way in some cases from the actual estimate, but it is necessary to have a background of the medical situation in considering all these Development Schemes. I would like to have your answer to one of the questions which was put to you. Do the Companies out here which employ a number of Europeans provide their own medical treatment, or do they rely upon your

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Medical Officers to look after their people?—At present they rely on our Medical Officers.

2457. Has it ever been put to them that they ought to vote a sum of money in order to provide their own Medical Officers to look after both their European and African employees?—Yes, Sir, it has been put to them.

2458. And what was the answer?—That the matter would be considered was the answer to me about a couple of years ago or less. That was in regard to expanding the establishment at Sapele. That has been followed up, and obviously they have given it serious consideration, because we had a doctor out recently on behalf of the U.A.C. who enquired into the position. I was absent at Legislative Council at the time, so I did not meet him myself, but my Deputy had a long discussion with him, from which we are expecting results. Then I should say that the mining companies do pay on a capitation basis.

2459. They pay to Government funds?—For a special medical service established on the Plateau for the mines.

2460. Would you be in favour of a recommendation which imposed upon such companies as came out here and employed a number of Africans as well as Europeans the obligation to establish a clinic properly staffed and manned by a medical man?—Yes, Sir, I would—in their larger centres.

2461. Can you give the Sub-Committee any idea of the figure you would put for the staff of a large centre? How many people do they employ?—They were going to employ, when fully working, between the sawmill and the plywood factory, about 4,000.

2462. If one of the conditions imposed on an enterprise establishing itself out here was that it should provide a clinic and a proper staff to man it, that would be of some assistance to you?—Yes, Sir—and a hospital.

2463. After all, under the Factory Acts at home we have to have these things, and I do not see why it should not be so out here?—We have it laid down by Statute out here, under the Labour Code.

2464. What sort of conditions does it impose? Does it relate only to accidents?—Oh, no, Sir, for medical services. They have to provide adequate medical services to my satisfaction. I think that is the new Labour Code, but under the old one it was laid down that they had to provide a doctor for every 5,000 labourers and so many beds in hospitals, varying with the number of labourers employed. I have forgotten the ratio, but it is one for the first 25, I think, and two for the next 60, and so on.

2465. Why was that allowed to lapse?—That I cannot say.

2466. Is that ordinance in force now?—It is.

2467. Why is not it carried out?—It has been carried out in the case of the Cameroons plantations.

2468. Has it been carried out in Nigeria or not?—Well, Sir, we offered the mining companies the alternative of either providing their own medical service according to that scale or leaving it to Government to do so and recompensing Government by way of capitation fee.

2469. Surely, if you have a Statute which lays down an obligation that they should do certain things, it is not in your interest to accept more work, because your trouble is that you have too small a staff for the work you already do?—Of course, it was an emergency measure during the war, when they were pushing out tin as hard as they could go, and they drafted in forced labour more or less, though paid, from all parts of the country.

2470. This is a very important point. In the establishment of these Development Corporations, or whatever they may be called, do not you think it would be of assistance to you in the first instance if it was laid down that they must not rely upon you finding all the medical services and so on, but that they should, under your direction, provide them for themselves?—Yes, Sir.

2471. Ought not that to be laid down now as one of the conditions for establishing these schemes?—Yes, Sir.

2472. Otherwise you are going to be overwhelmed?—That has been accepted by the Cameroons Development Corporation in principle. I recently got out a scheme for them to establish their own services.

2473. Do you think the Cameroons Development scheme could be taken as a model for the others?—It could; and it would save working them out again.

2474. From your point of view it would be satisfactory?—Yes.

Mr. Edward Davies.

2475. You have nothing out here like the St. John's Ambulance people, I suppose—no scheme of popular interest?—Yes, we have a branch of St. John's Ambulance Brigade and of the Red Cross Society.

2476. Do you get natives to join it?—With considerable reluctance.

Chairman.] We are very grateful indeed to you, and I would like to apologise for having kept you waiting yesterday, knowing how busy you are. Thank you very much.

The witness withdrew

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[Continued.]

Mr. R. W. TAYLOR (Director of Public Works), and Mr. J. O. HALL, O.B.E. (Electrical Engineer in Chief), called in and examined.

Chairman.

2477. Mr. Taylor, as the Director of Public Works your responsibility is for the whole of Nigeria, I take it?—Yes.

2478. Have you any responsibility for the Cameroons?—Yes.

2479. That is included in it?—Yes.

2480. You heard the evidence yesterday from both sides of transportation?—Yes.

2481. And what was said about rates?—Yes.

2482. We have had evidence from Sir Hubert Walker, who, I believe, was your predecessor, and would you in your own words be so good as to fill in the gaps in the evidence we have had, giving us your opinion about road development here in relation to the type of traffic that the roads will have to stand?—Yes.

2483. And how far the development schemes rely upon your side of transportation?—I would start by making a few remarks about Sir Hubert Walker's Report. He argued in that Report that traffic would double in about five years' time. I rather think that if it does double it will not be so much on account of goods-carrying traffic but on account of passenger traffic, for which there is a very strong pressure. The Report actually does not take very much note of the increasing carrying capacity of vehicles. Recently we have permitted the general use of vehicles weighing 8 tons gross load, with trailers, allowing an axle load of 4 tons. Previously, 5½ tons was the maximum allowed. In my view really the problem of the roads is not so much one of traffic density as one of increasing their load-carrying capacity, and it is from that point of view that I would suggest the Sub-Committee should look at the Development Programme.

2484. When you say "load carrying capacity" do you mean at all seasons of the year, including the heavy rainy season?—I do. To start with, the Sub-Committee might like me to give a very brief review of the present road system. It consists broadly of two classes of roads, the trunk roads, 6,742 miles, and the feeder roads, 18,327 miles. There are two sub-divisions of the trunk roads. The trunk roads "A" form a grid in the country, two roads running north and south, and four main lateral roads running east and west. Their function is to provide communication between the main centres of habitation and trade and, of course, to provide as well access to the railways and ports. They are not intended to be competitive with the railway in any sense, and the lateral roads—the four main lateral roads—do not compete. At one time it was thought that the two northern roads would, and until before

the war we had gone so far as to leave two large gaps in those roads, only fit for vehicles in the dry season, so as to avoid any question of the roads competing with the railway; but during the war the Army demanded that these gaps should be filled and they were filled, and now I think the General Manager of the Railway admits that these roads, although in a sense parallel to the railway, do not really compete and even assist. The trunk roads "B" were designed entirely to feed the railways and the ports and their purpose is to supply communications from the centres of trade which had not been tapped by the trunk roads "A" to the railways and ports. The feeder roads—which are by far the largest number—were intended to open up backward country, to enable produce from villages and so on to gain access to the main roads. Now, Sir, the road system in general was constructed for light traffic, and many roads are not really suitable for the class of vehicle which is now beginning to use them and which we ought to encourage to use them, on account of the economies they effect in fuel consumption and economies in vehicles themselves. The Development Plan fully allows for that. A very large part of the funds provided under the Plan are for the strengthening of the more important roads, and, where the traffic exceeds 100 vehicles a day, for providing a bituminous surface, because experience has shown that where traffic exceeds this figure the ordinary gravel roads deteriorate rather rapidly. In addition to that, in the trunk road system, there are still a very large number of temporary bridges, ferry crossings and so on. The bridges are not suitable for vehicles of the weight that I have quoted, and the Plan provides for either reconstruction or the provision of new ones.

2485. May I ask: have you got any easily made-up form of breakdown of your estimate in so far as the United Kingdom grant is concerned, to show how much is going on bridges, how much on roads, how much on water supply and so on?—Yes, we have the breakdown.

2486. If we could have a paper on that it would be a great help to us?—Actually it is in the printed Annual Estimates.

2487. There has been no modification of that?—The Estimates are modified but it shows a breakdown as between water supplies and roads.

2488. But we were told in evidence that owing to the scarcity of certain materials you were looking at it all again; that you could not get steel for bridges and were considering something else?—That is not going to affect the Estimates. What we are going to do when we cannot get steel is: we are going to put up timber bridges.

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[Continued.]

What we are stuck on is the large-span bridges; we must have steel for them, and we are getting a bit of steel. You will probably see some steel bridges being put up now. For all smaller spans, on account of the steel shortage, we are going in for timber bridges built on concrete piers and abutments, with the idea that in due course we replace the timber with steel when the position becomes easier. In addition to the strengthening of the existing roads, the programme provides for quite a number of new trunk roads. Except in the Cameroons, where other considerations enter into the question, these new trunk roads provide shorter routes between important centres. An instance of that is the road from Lagos to Ibadan and the road from Lagos to Benin; both roads take a lot of traffic. The new routes are cutting the distance very considerably and in due course will lead to a great economy in fuel consumption, and will require a lesser quantity of vehicles to carry the traffic. In addition to this, there is the feeder-road part of the programme, and that of course is for the continuous opening up of undeveloped areas. The whole work, then, falls into two categories: firstly, what you might call the easier and cheaper means of access to the railway and to ports; and secondly the increase in production. Generally speaking, I think the programme which has been outlined in the Development Plan will fulfill these functions, and, as far as can be foreseen, should cater for development for quite a number of years ahead. Before leaving the subject of roads I would like to correct a suggestion that was made, that roads in a flat country are just child's play to construct. I think one of the members of this Sub-Committee suggested that. Actually the easiest part of Nigeria in which to make roads is the centre belt, where the soil is suitable and where there is road-making material handy. Actually, flat areas are quite another story. In the north it is largely sandy, and it is very troublesome in the dry season. In the south there are great areas of sandy-clay which are even more troublesome in the wet season. In addition, in both areas there is quite a lot of bridging, and it is not easy bridging. In fact in these flat areas roads are often quite interesting engineering problems. I do not know if the Sub-Committee would be interested in figures of cost?

2489. Yes?—Under the Development Plan of work done so far, the Trunk Roads "A" are averaging £660 per mile, which also includes quite a proportion of bridging; that is the temporary bridging I have talked of. The feeder roads are averaging about £300 per mile. There is an immense difference in the costs of individual roads which vary from as little as £150 per mile to as much as £2,000 a mile. Bituminous surfacing, which is quite a large part of the immediate programme, costs about

£1,100 a mile, which includes the cost of making up the road on which you are going to put the surface. Actually, of the funds so far provided under the Development Programme we will by the end of this year have spent 85 per cent. So that so far as roads are concerned we are not lagging very far behind. There are troubles, though, which I might just enumerate. There is the shortage of plant necessary to expedite and cheapen the cost of the work. Then there is the shortage of steel, which means a hold-up in the construction of bridges of over 40-foot span. We are getting a bit of steel, but generally speaking they are held up. Then there is a considerable shortage of staff, especially engineers, who are essential for surveys and planning of the work ahead. There are hundreds of bridging sites which have to be examined and surveyed and plans prepared, and all that work is lagging considerably behind. Then we are short of the expert and competent supervision provided by engineers. I can supply particulars as to these shortages if the Sub-Committee so desire.

2490. I should like to have that information. We were told in England that the competition you are feeling is very largely due to the demand for bulldozers by the East African scheme. Is that a fact?—I do not know if it is the East African scheme which is taking the machines, but we have not had a single one, except one ordered by Mr. Hall and it has arrived and he finds it is unsuitable for his purpose and has handed it over to us. We have had ten on order since 1945.

2491. Do the figures you have given us of the cost per mile assume that you have the plant or are without plant?—Those are actual figures of cost.

2492. Without plant?—With just a slight modicum of plant.

2493. So that if you were supplied with plant those figures would be considerably reduced per mile?—We could reduce them, but not by much more than 20 per cent. reduction.

2494. Then your labour cost reflected in those figures is what percentage?—I should say probably 80 to 90 per cent. for labour figures.

2495. If you can get bulldozers, it is much better than the old idea of carrying a bucket of sand on top of your head?—It is.

2496. And you say that would only mean a difference of 20 per cent.?—Well, I would not be certain of that figure, but in considering the question of running mechanical equipment there is the fuel to be accounted for. Now roads are usually built in backward parts and transport costs of fuel oil and so on are not exactly light. Another of our troubles is that this equipment needs experts to operate it. Now we are training

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Africans to operate it, but I am afraid that so far we have found that they tend to break down rather more readily than we would like.

2497. They were quite good lorry drivers in the war, were not they?—If you were to see the number of lorries which have been pitched over the sides of bridges in Nigeria I do not think you would say that.

2498. Regarding the use of concrete and cement, we were told in London that it would not be worth while, owing to the cost of transport, to consider the development of the manufacture of cement here?—That has been investigated and, so far as could be seen from the figures produced at the investigation, it would not be worth while.

2499. You support that opinion?—Yes, I do.

2500. We were further told that vessels coming out here, which would otherwise come out in ballast, do bring cement in?—They used to; I do not know if they do now.

2501. If they do not do it now, what is the cost of imported cement here?—5s. 6d. per hundredweight.

2502. Could you tell us how far that would work out as manufactured here on the spot?—I am afraid I could not say that without reference to the report of the investigation.

2503. But we have been told that you are going to require vast quantities of cement in these development schemes?—Well, of the nature of about 30,000 tons per annum so far; that is our consumption at the moment. It is expected to rise to 50,000 tons.

2504. Not more than that?—No.

2505. There is also the hold-up in building houses?—Not on account of shortage of cement.

2506. What is the reason for that, then?—It is mainly steel and manufactured steel which is causing the hold-up.

2507. Structural steel?—Structural steel, and also a very serious cause of delay was reinforcing bars.

2508. Has anything been done to encourage the Africans to build houses as they used to, without either steel or cement?—Steel is not much used in African houses. It is primarily used for schools and hospitals and for large establishments; that is where steel is such a serious factor in the delay. The ordinary African houses are not very seriously affected by the shortage of steel; it is only in regard to locks, hinges, nails, etc.

2509. So it is not true to say that the shortage of materials is delaying the housing programme?—Not the small-house programme. Perhaps I should explain it a

little bit more. It is where you go to double-storeyed buildings that steel becomes so essential.

2510. Do you think there is any truth in the statement that we are inclined to use European and indeed British designs out here, whereas if the African was left and encouraged, he might put up adequate houses to his own pattern? I asked one of the instructors at the technical school we visited yesterday, and he said that the African was quite capable of putting up a span of 30 to 40 feet for a house if it was in the right part of the country. He said that you cannot do it everywhere; for instance, you cannot do it in Lagos; but it is where there is a certain form of clay?—Oh, they build clay arches and vaults in Kano for example.

2511. He said that they could build a span of 30 feet, which astonished me?—Yes.

2512. Would it not be worth while encouraging the Africans, as there is a shortage of materials, to do all they can in this direction?—If you are going to Kano, you will see practically the whole city built in that form of construction. It is their traditional form of construction.

2513. And is it effective?—It is effective in a way, but its life is short. It is continually under repair.

2514. We were told yesterday that water supply is one of your chief problems out here?—Yes.

2515. And that wherever one goes the Africans say "Why don't we have water?"—Yes.

2516. In one of the reports I read they quoted the incredible figure of £2 10s. od. per foot for boring. You say it is quite an inaccurate figure?—Inaccurate? No, I never said that. You did say you were going to compare the figure with the figure for the Rand. What is the Rand's figure for boring?

2517. The Rand figure for 5,000 feet is in the nature of 15s. a foot average?—Well, the casing for these bores alone is 23s. a foot. I take it that your figure for boring is uncased, but in practically all Nigeria the boring is going to be done in sedimentary rock and you have to case it.

2518. I do not think that casing comes into the figure for the Rand, but the actual figure there is 15s. per foot average?—I would also be interested to know whether that figure includes all the overhead costs.

2519. The point I want to get at is this. I assume that for the supply of water for the Africans you are very largely dependent on boring?—No, we are going in for wells.

2520. Shallow wells?—Yes, sunk to a depth of about 150 feet.

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[Continued.]

2521. The material is dug out?—We sink reinforced concrete rings 4 feet in diameter and dig out and slowly sink them. You can get down to quite a good depth.

2522. You have put out of account altogether the idea of artesian wells, have you?—No, we are also doing that. We obtain geological advice, as to where we are likely to strike water in a particular area. They may say that in a particular area shallow wells are O.K. In another place shallow wells are no use.

2523. You think that the figure which is quoted in the report, £2 10s. od. a foot, is not far out?—It is not far out. The actual cost of the boring which has been done was £2 6s. od. in the case of some boring in the Bauchi area. That is through hard rock; and it was £2 15s. od. in another bore-hole in sedimentary rock. That has had to have far more casing.

2524. What depth were they, because of course the figure does depend on the depth?—Yes. I can also quote to you an estimate made by Legrand Sutcliffe, a drilling firm from England who came to make a report on the possibilities of deep drilling in the Bornu province. Their quotation for deepening a bore-hole which already existed was £25,000, which was from 1,200 to 3,500.

2525. That is a terrific figure?—Yes.

2526. Can you tell the Sub-Committee something about this water-supply question and how far the Development and Welfare Scheme can affect it?—The water scheme is divided into two sections, rural water supply and urban water supply. For the rural water supply there are these well-sinking schemes and these drilling schemes we have just been talking about, which are intended to supply water to the villages. The urban water supply schemes are intended to supply water to the towns. So far as rural water supply schemes are concerned, we have completed 599 wells and 137 are in hand. We have completed 58 bore-holes and the scheme also includes other simple methods of providing water; such as, if you have got a little stream, you can put in a weir, and so on. We have done 163 of those. The idea was that each of these water points was to supply 500 people. So you might say that there are now over 400,000 people supplied with water, or who have access to water, which was not so before.

2527. You would support the statement that it is one of the things to which the African attaches more importance than almost anything?—Yes, he does.

2528. And wherever one goes they say "We want water"?—"We want water."

2529. You do put that as a very high priority?—A very high priority indeed, yes, and these well schemes are very popular indeed. The urban water supply schemes are rather lagging behind, I am afraid, but

there the story is rather a different one. We had to start afresh, from scratch so to speak. Now a big scheme for a town of 50,000 people needs, of course, a lot of investigation as to the whereabouts of the water, the quantity required, and so on. Roughly speaking, such an investigation starting from scratch takes about two years. Then you order the materials, and I am afraid the materials take another two years to come out. Meanwhile you have started the work; but before the dweller in the city would be able to turn a tap on and get water, it would probably be about five years from the beginning of the scheme. We had quite a number of schemes already prepared before the developing programme started, and so we could start from scratch by ordering the material straight away. One of these was the extension to the Lagos water supply scheme. Now the Lagos water supply is in rather an acute position. We are at the moment consuming the absolute maximum that we can supply, and it is going to delay the development of new areas of the town and so on. I think it is three years since we ordered the new pumps required for the Lagos water supply, and there is not a sign of them.

2530. Through the Crown Agents?—Through the Crown Agents. I think Mr. Hall will tell you exactly the same thing in regard to electricity, because in this matter we are rather closely concerned with him, because they are to be electrified.

2531. Would you like to say something on that, Mr. Hall?—(Mr. Hall) Yes, Sir. As far as the electricity development plan is concerned we are at a standstill. Reason:—(a) we cannot get materials; (b) we cannot get staff. The materials we have had on order for two to two and a half years. Cable which was ordered in 1945 is just starting to come forward. Our position is that in Lagos we can give no more supplies to consumers during peak load periods. Our mains from the power station are fully loaded. We have plant available, but we cannot distribute it. Regarding the power station at Port Harcourt we ordered plant some time ago and part of the plant arrived; but the pipework will not come until next year. The station is overloaded. At Kaduna the station is overloaded and we have had to introduce restrictions there. We have planned to link up Zaria and Kaduna, and the plant is about to be ordered. In the meantime we are putting in a supplementary diesel set. At Warri we have been full up there for four years. Plant was ordered in 1945 and delivery is promised for January, 1950. It appears that we have absolutely no priority whatsoever.

2532. The Director of Public Works has said that his urban supply is delayed on account of electrical pumps; is that right? (Mr. Taylor) Not altogether, but similar delay as in the case of electricity.

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2533. You say there is absolutely no priority. Have you got first priority for the water supply or not? Where does it come in the picture?—(Mr. Hall) As far as I am aware, we have no priority at all. I enquired of various firms, and they said that the trouble was that during the war years their agents were busy simply booking orders which they informed their customers could not be fulfilled until the war was over, and we are at the bottom of that list.

2534. So what are your prospects of getting this position rectified?—They are very poor for the next two years.

2535. That is a very serious position?—at Kano they are overloading the boilers 60 per cent., and the result is that the boilers are starting to collapse. We have stopped that, and it has meant introducing restrictions in Kano. I have been able to purchase a couple of reconditioned diesel engines from a firm, and I am hoping they will be out here in May, and that will just simply keep the wheels turning until the new plant arrives in two years' time. But it means that no new development can go ahead.

2536. At the Paris Conference on joint enterprise between the various territories, did you hear anything about French hydro-electric schemes?—The one at Albijon was mentioned to me; that is a thermal scheme.

2537. Would they be of any assistance to Nigeria?—No, Sir. The output is only about 7,000 kilowatts, and it is based on a principle which could not be applied in Nigeria. It is taking water from about 2 miles out at sea at a depth of about 600 fathoms, where the temperature of the water is 8 degrees lower than the surface water. They pump this deep-level cooler water through the turbine. It takes about 3,000 kilowatts for the pumping and they have a surplus of 7,000 kilowatts; but we cannot do that here.

2538. Is there no part of Nigeria where a hydro-electric scheme could be attempted at all?—There have been no investigations made yet, although I am very anxious that we should undertake them, because the price of fuel is one of our largest problems. Coal has just recently gone up by 7/- a ton; coal in Lagos was 48/- a ton in April and it is now 55/5d. a ton. The Director of Marine told me yesterday that it will have to go up again, because they will have to charge more for carrying it.

2539. If you were to go up beyond 68s. a ton you could not pass it on to the African consumer?—We should have to pass it on to everyone connected, otherwise we could not make it pay. For that reason it is very urgent that we should see what there is in the way of hydro-electric power. The outlook is not good, but it is possible that by extensive damming, in which possibly we

could share the cost with an irrigation scheme, it could become feasible. At the moment there is only one hydro-electric scheme operating and that is on the plateau, and their present installed capacity is about 12,000 kilowatts, and their output to date (maximum) is 10,000, but they could not sustain anything like that figure throughout the year. During the wet season they can generate up to 12,000 kilowatts but I very much doubt if through the whole of the year they could manage more than about 4,000; in other words, there is nothing to export from them to us.

2540. I want to put this point to you. There is no part of the Development Plan that we have got which contemplates any hydro electric scheme at all, either in combination with the irrigation or not?—Subsequently it was found that a small supply could be obtained at Onitsha.

2541. Could you let the Sub-Committee have a paper on the question of the advisability of a survey being done, because I think it is a matter of importance?—Yes.* We also have a hydro-electric scheme under way in the Cameroons which will develop 1,500 kilowatts.

2542. Unfortunately we cannot touch that on this Sub-Committee because all the funds are coming from the Nigerian sources; none at the moment from the House of Commons?—I see.

Mr. Yates.

2543. I have one question to ask about the cost of the trunk roads. You said £660 per mile. How does that compare with pre-war?—(Mr. Taylor.) It is about 50 per cent. up; pre-war the same sort of road would have cost about £450.

2544. What would the labour cost be?—The labour costs have gone up the same amount.

2545. What proportion of that would be labour?—Of the £663?

2546. Yes?—I should say between 80 and 90 per cent.

2547. What wages would be paid to ordinary road workers?—It undoubtedly depends on the part of the country. In the primitive parts, where wages are low, they are in the neighbourhood of 1s., and, as you know, in other parts they go up to 3s. a day, I think.

2548. From 1s. to 3s. a day?—That is for the ordinary unskilled labourer?

2549. And you have no difficulty in getting them?—No.

Mr. Edward Davies.

2550. The Chairman asked certain questions about the manufacture of cement locally. In that connection could you tell

*See Appendix 8 to Report.

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[Continued.]

us if there is any local geological survey to ascertain what the natural mineral resources are?—There is a geological survey, and they do ascertain what the natural resources are, but they are not my department, so I cannot answer any questions for them, really. (Mr. Pleass.) Might I interject? The headquarters of the Director of Geological Survey is at Kaduna, and arrangements are being made for you to see him there.

2551. Then I shall have an opportunity of ascertaining whether such things as chalk and silicate materials are available?—(Mr. Taylor.) Gypsum and so on are available here in this particular area, near Enugu, where the cement investigation was undertaken. (Mr. Pleass.) On that subject I might add that the Director of Geological Survey said that although the manufacture of cement alone would not be an economic proposition, a combination of the manufacture of cement and also of crockery, and hardware for sewer pipes and things like that, and the making of lime; and if they were all combined in one enterprise they might pay, and that is one of the things to be enquired into by the Department of Commerce.

Chairman.

2552. After what Mr. Hall has told us, I would like to know where your power is coming from?—(Mr. Taylor.) The limestone is on the Cross river. It is all in the future, but there is limestone there.

Sir Peter Macdonald.

2553. On the question of the development of cement, I understand transport charges are so high that it would not be economical—you would still have to transport it enormous distances?—I believe that the cost of the transport of the cement from this place, Enugu, where the investigations were undertaken, to Lagos, was more than the cost of transport of cement from England to Lagos.

2554. Are you able to get out all the cement you require?—We have had all the cement we have required. Owing to shipping difficulties there are times when indents may be delayed a bit, but on the whole we have had all the cement we want.

2555. Do you do all your own bridging?—Yes.

2556. You have no Bailey bridges?—We have not used them; they are expensive and they are an uneconomic form of bridge, because they were manufactured so that they could be very very easily assembled under war conditions, and the steel in them is excessive. We have ordered and are using Callendar Hamilton bridges and we have got 10 in the country, but now we are ordering what is known as the Crown Agents' standard spars, which are the most economical type of the lot.

2557. When will you get them out?—We have understood from the Crown Agents that there are possibilities of getting them but there are no signs of them yet.

Wing-Commander Hulbert.

2558. Mr. Taylor and Mr. Hall have told us about their difficulties with the Crown Agents. Have either of them any evidence that the commercial firms get equipment quicker than they do?—I have definite evidence that they get certain types of steel a good deal quicker than we do. Last year, for example, we were very short of reinforcing bars, and we required only 600 tons, which is a trivial amount compared with England's total steel production. We got nine tons in the course of a year. The outside firms got hundreds of tons. We got over part of the difficulty by buying from them at 50 per cent. more than we would have had to pay the Crown Agents.

2559. Does that mean they made a 50 per cent. profit, or did you more or less take it over from them at what they paid for it?—I could not say to what extent the 50 per cent. went into their pocket.

2560. But you have your suspicions?—I have my suspicions.

2561. What about pumping and electrical equipment; do the commercial firms get that more easily than you do?—(Mr. Hall.) They have not had occasion yet to import any. Wiring materials and cables they seem to get.

2562. Can you go direct to the manufacturers?—One should do so with the knowledge of the Crown Agents. We are not supposed to go direct to the manufacturers, though one does if one has official dealings with them.

2563. But you cannot place contracts direct?—No.

2564-5. When you have had a hold up in getting material have you ever paid an official visit to England to chase it up, or do you only do that in your enthusiasm as part of your leave?—(Mr. Taylor.) Only as part of the leave. Sir Hubert Walker, when he was Director, did on one occasion go home to England in the middle of the tour, but it was primarily on other business, and he did take the opportunity of doing a certain amount of chasing about.

2566. Do you do all your road building by direct labour?—Yes.

2567. Have there been any suggestions that the contractors should do it?—Yes, there have, but we have found—and this applies especially to buildings—that contractors' costs are 20 to 60 per cent. more than ours. I will make one exception to that statement, and that is the smaller African contractor who is capable of undertaking and has the capital to undertake

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[Continued.]

works up to about £3,000 in value, and his prices are competitive to ours, but the big European contractor tenders for quite a lot of works, and his prices are prohibitive.

2568. Is that since the war?—Yes.

2569. Does the African contractor get an opportunity to tender for all these small jobs?—Oh, yes; we have in Lagos at the moment, I think, 20 African contractors putting up buildings.

2570. Do the commercial companies do any road making?—No.

2571. If they want a load at any particular depot, do you do everything for them?—They would only construct a road within their own property, but any road outside the property we would construct.

2572. Even if it is required solely for their own trading purposes?—I cannot recollect a case offhand where that has occurred on a road solely for them. Yes, there is one that we did construct solely to get a particular concern.

2573. Did they make any contribution towards it?—No.

2574. Is there any provision by ordinance or legislative action whereby a contribution could be accepted?—There is no ordinance as far as I am aware, but I see no reason why one should not say, "No, we cannot afford to do it for you but we will do it for you if you will pay." I do not think there is any regulation to prohibit that sort of thing.

2575. On your water schemes is piping a bottleneck?—Piping is also a very serious bottleneck.

2576. And that comes through the Crown Agents, too?—Yes.

2577. Supposing you heard that piping was available in other countries, even in dollar areas, and you required it for the furtherance of these schemes, would there be anything to prevent you buying it from the other areas?—I cannot buy direct in other areas. Do you mean areas in Africa?

2578. No; anywhere in the world—Belgium, for instance—where you knew you could get it?—Actually, this does not apply to pipes, but it does to reinforcing steel. The Crown Agents have bought Belgian steel for us.

2579. That all went through the Crown Agents?—Yes.

2580. The Crown Agents deal with 46 or more colonies?—Yes.

2581. Do you think Nigeria gets a fair share?—Priorities are, I believe, settled by the Colonial Office and not by the Crown Agents, and they inform the Crown Agents. The Colonial Office are supposed to know whether the demand in this Colony is more urgent than in others, and naturally we

think that we are overlooked. I believe at one time Malaya had top priority.

2582. When you want water pipes do you start with the priority department of the Colonial Office or with the Crown Agents?—The indent goes to the Crown Agents, and if it is a matter of first priority the Secretariat here is asked to urge the priority of this particular item on the Colonial Office.

Chairman.

2583. We are very greatly obliged to you two gentlemen. You will let us have the note, because I attach great importance to it?—Yes.

Mr. Yates.] Could we have some more information in this paper about the equipment position as between P.W.D. and private companies? I think it is a very important point and that we should know more about it.

Chairman.] You told us of an interesting case where you had to pay 50 per cent. profit to somebody over some bars. We had the same case, I believe, in London, and there may be other cases. Would you let us have a report about it? We hope we shall be able to help you.

Mr. Hughes.

2584. I understand that there is a rule that all Colonial Development and Welfare building must be in permanent materials?—That rule has been relaxed: where we have felt it is justified we have been allowed to build either in temporary or semi-permanent materials.

2585. You do not have to refer to London for permission?—We do not, I think. (Mr. Pleass.) Subject to the approval of the Secretary of State, we are giving discretion to build in semi-permanent materials where we consider the circumstances are justified. We have complete discretion.

2586. The point has been made to me that your estimates for certain buildings—shall we say, for example, the Yaba trade centre—are very much higher than other costs. The trade centre was actually built, I think, by the Education Department?—(Mr. Taylor.) Yes.

2587. Your estimate was £25,000 and it was actually built for something like £8,400, I understand?—I have not got the actual figure of what it was built for but it turned out to be far cheaper work than was anticipated; that is perfectly true. Of course, they have the advantage of an intensity of supervision which we are not able to give. It is an example of what can be done if you can put intense supervision on to your work.

2588. Does that mean, therefore, that you are very short of adequate supervisory staff?—We are very short, yes.

The witnesses withdrew.

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[Continued.]

Mr. A. H. YOUNG, Acting Director of Commerce and Industry, and Mr. MACDONALD SMITH, Principal Assistant Secretary (Economics), called in and examined.

Chairman.

2589. First of all, I want to say how grateful we are to you for having been in attendance here and I am sorry we have not been able to take your evidence before. Mr. Young, you are the Acting Director of Commerce and Industry?—(Mr. Young.) Yes, I am Acting Director; there is no Director.

2590. Would you give the Sub-Committee, in your own words, an account of the scope and objectives of your office?—This is a new Department which has just been formed. In effect, we have been in operation just two years now. I started the Department when I came back from leave two years three months ago, but we really started operating the Department about two years ago. We have two major functions. One is the development and improvement of the marketing of products for export—that is one section—and the other is connected with the internal domestic trade and development of local industries. With regard to exports, we act as agents for the West African Produce Control Board, which deals with the main export crops, groundnuts, palm kernels, palm oil and benniseed. In the local industries our duties there are to initiate any local industries which we possibly can and to advise anyone who wishes to set up industries with regard to the availability of materials, labour and any point which will be of assistance. I am also responsible for the fisheries development and the textile development schemes. The textile development scheme was purely based on an industry which was already in effect and which we hope to improve. That is roughly the main outline of departmental work.

2591. Can you tell us what is your relationship with firms established in this country, and can you give the Sub-Committee any idea of the approximate capital investment in commercial enterprises by British and other firms?—We have no figures about that at all.

2592. You have no survey at all of industrial conditions?—We have not the staff to undertake it.

2593. Do you consider it would be helpful to you if you had a survey made so that you could estimate to some extent?—We can estimate exactly what each firm is doing as far as export produce is concerned because we know what they are buying. They are licensed by us as buying agents and are controlled by us; we prescribe their allowances for purchasing everything.

2594. What is the total figure of trade volume, roughly?—I would not like to say offhand; it is a question of getting out detailed figures.

2595. Perhaps you would be good enough to let us have a note of costs, charges and overheads in respect of all of them?—We pay a composite figure to cover all charges but we break it down. The figure is determined in London by negotiation between the West African Control Board and the firms concerned. With cocoa it is determined by the Cocoa Marketing Board.

2596. We have had some evidence about cocoa disease. Could you touch on that?—The swollen shoot disease is not so prevalent in Nigeria as in the Gold Coast but a survey is being undertaken at the moment with regard to the control of swollen shoots. It is a matter for the Agricultural Departments. An application is being made to the Cocoa Marketing Board for funds in connection with the control of disease in general.

2597. I think we were given a figure by Sir Sydney Caine or by somebody of the amount of money in the cocoa fund, which is to be pegged every year, and it amounts to several millions. Is there any similar scheme for groundnuts being started?—That is coming off.

2598. But it has not started yet?—No.

2599. We have all the estimates for development but we have never had a figure yet on this Sub-Committee to show what is the value of the existing ground nut trade in Nigeria and what is the prospective ground nut trade. Can you give us that sort of figure?—Yes, Sir, I can give you the actual tonnages, if you wish, of any export crop, by seasons. The present groundnut crop in the Kano area will be 315,000 tons. In addition we shall have to move from Northern Nigeria 30,000 tons of French groundnuts which are got down on to the railway for movement.

2600. Did you hear the evidence yesterday about the railway?—Yes.

2601. Do you confirm the fact that the capacity of the railway will not be able to overtake the traffic offering at Kano for another 12 months, by which time you will have another crop on your back?—I should think that before the next crop starts, unless the railway can improve considerably on its present position, we may have to face the fact that there will be 200,000 tons of groundnuts in the Northern Provinces when the new crop starts.

2602. It might bring you up to something like half a million?—Our maximum would be about 350,000 tons of groundnuts. We have only had it once. For the last three seasons we have topped the 300,000 mark. No one can say what the crop will be, because it is entirely a question of weather. You might get 300,000 tons and again you might get 400,000 tons.

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[Continued.]

2603. Can you tell the Sub-Committee whether you have got sufficient staff really assisting in the African development of industry, because you said part of your work is the encouragement of local industries. I take it you mean African natives?—Yes.

2604. Does the question of the Pioneer Mills come under you?—Yes. We manage the Pioneer Mills on behalf of the Nigerian local development board. We have no worries at the present moment about staff for the Pioneer Oil Mills. We have been very fortunate. We have got a supervisor who has been employed in similar work in the United Africa Company. We have only four mills actually in operation now. We are building the Africans nine. We have 15 more mills on order. We hope to get part of them in May of this year, but they will be spread over a two-year period. My trouble is not with the Pioneer Oil Mills; my trouble is with staff in the fisheries development and in the textile development.

2605. You are talking of European staff?—Trained European staff. We had one Fisheries Development Officer but he has retired and we have none now. I have one fisheries officer with six months' experience. I have no fish farmer at all. That has considerably held up the work of the fisheries development, because the work we have done so far shows that we have only two hopes of increasing the fish production in this country: one is by means of fish farming and the other is by going out to sea. Fishing in the creeks is at its maximum now; we will never produce any more under present conditions. Until I can get a fish farmer, I can do nothing in regard to the farming of fish in this country. Until I get a fisheries development officer I cannot send anyone round the country.

2606. That is one of the few things for which the Crown Agents are not responsible. You would not apply to them for a fish farmer, but I suppose you would apply to the Agricultural Research Council?—The Fisheries Advisor is doing all he can. We thought we would get a Chinese fish farmer from Hong-Kong but he disappeared. We then tried to get a fish farmer from Java, but we have not been successful.

2607. The prospects for the Vote from the House of Commons for fish development do not seem very bright, until you get these men?—We are hopeful that if we get the boat we require we will be able to go to sea. The suggestion was that we should get a proper trawler and use it out here, but that would be wasting money. That was the suggestion at one time.

2608. Are not the Admiralty responsible for doing the survey off-shore here?—Not of fish.

2609. But of shoals?—Not of fish; you could have shoals without fish.

2610-11. If you know where there are sand banks and where there is likely to be fish in shoal water, would not it be a good thing to get a trawler out here and try?—We have a boat which is capable of doing that. If we had a trawler we would have to have one with refrigerator space. (Mr. Pleass.) There is a new West African Fisheries Research scheme with headquarters based on Freetown, which has just been approved, and there will be a trawler and two other boats attached to that scheme, and that trawler will investigate the fisheries resources off the coast 100 miles or 200 miles? (Mr. Young.) Our other main difficulty is with our textile development scheme, where we should have 10 textile officers, but we have had vacancies for those 10 textile officers all the last financial year. My staff of textile officers at present is four, two of whom are due for leave as from yesterday. I have opened three centres, and if we cannot get the staff I shall have to close one. I should have had 8 centres in being now.

2612. Are you training Africans too?—Yes, we have African textile assistants and we are training them up.

2613. I think your Department has got a great scope, and you are mainly held up for personnel?—Absolutely. If you look down the Estimates of the Department on page 37, you will see that in my accounting staff alone I have provision for a principal accountant and four accountants. I have two accountants, and that is considerably holding up my work. Then I have no senior marketing officer; I have no timber marketing officer. I have been continually pressed to take up this question of timber marketing in this country and I have just received instructions to take over timber marketing which has been run by the Forestry Department before, and I have no staff to take it over. I have a Manager, Pioneer Oil Mills; that will go to a man who was previously doing the work, who was a development officer seconded to the Department. I have asked for two new officers this year; one is a pottery officer, and we want him to undertake investigations into bricks, tiles and anything dealing with clay bricks. Another one is a woodworking officer, because we are continually being asked to help the co-operative societies in regard to carving and things like that. There is a big scope here for local materials for building, especially bricks. The big trouble is finding your clay deposits and getting cheap fuel for burning. The Director of Geological Survey has prepared a paper on the limestone deposits and he is also preparing a paper on the clay deposits of Nigeria; so that we can follow that up. We are also following up the matter of the provision of lime and limestone for the Agricultural Department in connection with the drive in the Eastern Provinces, and it looks as

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[Continued.]

if we will be able to do something at the coal mine at Enugu if we can bring in all the other projects into one scheme. It is doubtful if each operation on its own would be an economic proposition.

2614. The long and short of it is that anything we can do to help you in regard to staff you would welcome?—Yes.

2615. In your view is the salary question the stumbling block to getting more staff, or what is it?—It is *the* stumbling block.

2616. And as long as these present scales obtain for these technical people you will not get them?—That is so. We cannot get them until we really offer good salaries.

2617. Your work must have great similarity with the work done by firms like Levers.—For a dye chemist we approached I.C.I. to second one of their chemists. We want that man to come and do an investigation of all the local dyes to see if they are any good, and if so, how we can improve the local production of dyes. We were hoping that I.C.I. might be able to second somebody; we would pay half his salary and they would pay the other half; but all that has completely fallen through.

2618. On what ground?—None of the chemists will come out. We got hold of one man who said he would come out, and then eventually he went home and discussed the matter with his wife and then wrote back and said "Nothing doing."

2619. How do the salaries that you are able to offer compare with the salaries paid to chemists employed by the United Africa Company?—I do not think there is any comparison, because I do not think the United Africa Company are employing chemists of such a type, but they are offering higher wages generally.

2620. To what extent?—I should say up to 20 per cent. higher, but that is only from remarks I have heard.

2621. You are conversant with the salaries obtained by chemists at home, and as far as I can see from this list you will never get men of the type you want, because you must have a first-class man for the job?—Yes. We want the man with a lot of practical experience in dyes.

2622. Mr. Macdonald Smith, you are Director of Supplies?—(Mr. Macdonald Smith.) Yes.

2623. That title means that you cover what—all the supplies required by the Government?—No, Sir, the post has rather dwindled; it was a war-time creation. With the removal of certain controls the job is now amalgamated with that of Principal Assistant Secretary (Economics) of the Secretariat proper. The Director of Supplies is retained for the purposes of import control, price control, food control and general supply problems which crop up; but it is

definitely not a separate organisation, which it was during the war.

2624. You have nothing to do with ordering things from home?—Nothing at all.

2625. So that your title of Director of Supplies does not involve any contact with the Crown Agents?—The title is retained purely for legal purposes, because there are certain powers under the Defence Regulations as regards the orders controlling prices, import control and so on.

2626. Therefore your position is purely internal to Nigeria, is it?—No, we have abandoned all bulk indenting procedure, but if the departments who now indent direct on the Crown Agents strike supply difficulties, then it is the job of my directorate to put those difficulties forward to the Colonial Office, to see what assistance can be given us in obtaining priority or accelerating delivery, and problems of that nature.

2627. Are you the responsible officer for assessing priorities of the Nigerian Government requirements here?—No.

2628. Who is?—I should not say that there is any overall—

2629. I thought that at last we had found somebody to whom we could say, "What about these priorities?"; but you cannot answer that?—All our departmental indents are of pressing urgency, and the priority problem would only arise at home. As I say, the system now is for each department to put forward its indents for supplies through the Crown Agents, and if all goes well then no particular assistance from us is necessary.

2630. You have just heard Mr. Young say that he wanted some mills?—Yes.

2631. And you are Director of Supplies?—Yes.

2632. I thought that you were the officer to whom we could say, "These mills have been ordered. Why have not they come?"—If they struck difficulties in the supply of those mills, it might be necessary for the central government, as opposed to the Department of Commerce and Industries, to put up a case to the Secretary of State. Then it would be the responsibility of my Department to put the case forward. (Mr. Young.) These mills are not ordered through the Crown Agents. They are ordered through United Africa Company, who control the design of the plant. It is one of their plant originally designed for them by their own engineers for use in the Belgian Congo, and also for plantations in Nigeria. We put the order direct through the United Africa Company, who farm out the different items.

2633. In the other Report they talked about the hand-squeezing apparatus; those were ordered through the Crown Agents, were not they?—I would not like to say

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off-hand, because the United Africa Company provide those too.

2634. I see. I was under the impression that we had found somebody in the Director of Supplies who was responsible for the assessing of the priorities?—No, Sir.

2635. You are responsible for fixing prices in shops?—For the price control system, in so far as we can operate one here.

2636. What do you mean by that?—Well, there are only certain commodities of which we attempt to control the price, because it is impossible to control the price of every single imported commodity.

Sir Peter Macdonald.

2637. What is the average annual groundnut crop—300,000 tons?—No, less than that.

2638. In addition, you handle the French crop?—In addition we handle the French groundnut crop.

2639. What does that average?—About 20,000 tons up to now. Thirty thousand tons is the highest we have handled.

2640. So that altogether it is 300,000 tons?—Yes.

2641. In addition to that you have now about 320,000 tons?—Yes.

2642. Accumulated over what period?—Over the last two seasons.

2643. And when do you think there is a prospect of clearing this accumulation?—It depends on the supply position as far as the railway is concerned. If they get everything they want, they tell me they can handle 50,000 tons of groundnuts a month, which is more than the biggest crop we have ever had. They say they will be able to handle 600,000 tons a year, provided they get all the supplies they require.

2644. Have there been any schemes for mechanical production in this colony for groundnuts?—Not so far.

2645. Has there been a survey made?—Yes, the Clay Mission has just completed one.

2646. Is there a copy of that anywhere?—Yes.

2647. Could I have that?—Yes.

2648. Do you agree that groundnuts is a crop which specially lends itself to peasant cultivation?—I think that is a question which might be put to the Director of Agriculture.

2649. Regarding this textiles question, has it been put up to any private enterprise or enterprising firm, as to the possibilities of developing a textile industry here?—This is a native peasant textile scheme. It is purely a question of cottage and village production. We are not endeavouring to introduce mills into the

country. The scheme is to get the people happy and contented in their own cottages and villages. Any carpenter or blacksmith could make the equipment. We are using the hand spinning wheel and the hand loom.

2650. What about the highly skilled technicians?—We have eight training centres. We get people into those training centres and then get them to go back to their villages, and we hope in that way it will "snowball"; the people are extremely keen on it.

Mr. H. D. Hughes.

2651. Mr. Young, from the questions which Sir Peter Macdonald has just put to you, you appear to have certain responsibilities for the training of African artisans?—No, none at all. These are the people who are mostly already engaged in the peasant spinning and weaving industry. We are just improving their methods.

2652. Have you at any time in your Department got any kind of manufacturing budget of what you require in terms of technical training at the artisan level or higher level for your schemes?—There are no artisans required in this textile scheme.

2653. Not only in textiles, but—?—I am on the Board along with the Deputy Director of Education, who is in charge of these technical schemes. We advise with regard to the special considerations we have in the department. For instance, on textiles our Chief Textile Officer advises what he considers the training should be.

2654. And there is adequate liaison between your requirements, the efforts of the local people, and the making of trained Africans?—Yes.

2655. Now, Mr. Smith, you come in when something gets stuck at the Crown Agents' end?—(Mr. Macdonald Smith.) Yes.

2656. Who takes the initiative in bringing you in?—The department responsible would report to us if any indent was unduly delayed and some great urgency for delivery had arisen. We would then approach the Colonial Office for assistance, and they would of course co-operate with the Crown Agents in trying to obtain an accelerated supply; but I think the main difficulty arises from the fact that the Crown Agents themselves have very little standing at home vis-à-vis the other Ministries, where all clamour for the same sort of equipment, and the Crown Agents and the Colonial Office, despite all the assistance which they so willingly give us, are unable to do anything about it.

2657. Do you get a flood of requests from other departments here for expediting action?—They crop up fairly frequently.

2658. Can you give us any idea of the number of times you have had to draw the

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[Continued.]

attention of the Colonial Office to hold-ups in the last 12 months?—I cannot off-hand.

2659. What department of the Colonial Office do you work to?—We do not work to any specific department there.

2660. But when you send in a request saying, for instance, that certain equipment for Yaba has been held up for three years, who takes action in London?—It depends on the particular commodity; it might be the Development and Finance Department, and it might be the Supplies Department. I forget the precise details of the different departments in the Colonial Office.

2661. What sort of response do you get from this request for expediting action? Do things arrive more quickly as a result?—I should say seldom, because of the difficulties at home. There is no priority system at home. It used to be everyone's ambition to get their demands on to the Prime Minister's List, but that system has been abolished and, as far as we know, no new system has been worked out to take its place.

2662. What commodities do you price-control?—We attempt to control the prices of most of the imported essentials, certain types of cotton piece-goods, corrugated iron sheeting, sewing machines, cigarettes, imported foodstuffs, and so on. There is a very considerable list of commodities which are subject to price control.

2663. And have you an adequate staff to carry that work out?—Certainly not as regards the actual sale from the firms. I think the price inspectorate now consists of 22 African assistants. We are supervising Lagos with one European.

2664. Controlling the retail prices of goods?—Yes, and wholesale in so far as the initial transfer from the importing firm to the middleman and traders is concerned.

Mr. Edward Davies.

2665. Mr. Young has told us something about the prospective development, but I should like him to tell us if he knows anything about co-operative experiments, or if there is anything proposed to be organised in the production or distribution of commodities?—Yes, we have a Co-operative Department in Nigeria, with the head of that Department at Ibadan. (Mr. Pleass.) May I say that arrangements are being made for the Head of the Co-operative Department to see the Sub-Committee at Ibadan.

Chairman.

2665A. Thank you very much. Do you mean Co-operative Producers or Retail Co-operatives?—(Mr. Pleass.) Both. The Registrar is the head of the entire Department.

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Mr. Edward Davies.

2666. And he will be able to tell us how the scheme is financed, will he?—(Mr. Pleass.) He will be able to give you full details. (Mr. Macdonald Smith.) The Registrar consults my Department.

2667. The view is held that there could be increasing production and a better standard of living if there were more co-operative activity?—I would not say increased production, but the people would get more money for what they do produce.

2668. But their means of doing their job surely could be improved?—Yes, but you meant increased production by merely having a co-operative sales society.

2669. The United Africa Company provides a great deal of the demand for consumer goods, does it not?—Yes.

2670. Is there free access to any other body of traders in this area to import goods?—Yes. The great majority of the goods from the United Kingdom are subject to an open general licence, which means that no specific or individual licence is required. It is open to anybody to purchase whatever they can obtain, and we have a very large body of African importers, running into tens of thousands.

2671. There is no "closed shop" which precludes anybody from doing trade with the United Kingdom or elsewhere?—No. The only commodities on which there are any internal distributional controls now are rationed goods such as flour, which is in short supply, and we have to try to allocate imports of that to the firms who have the registered customers to supply. There are very few commodities now which are subject to tight control of one form or another. (Mr. Young.) In connection with African firms importing goods from the United Kingdom, my Department assists the African merchants to get in touch with supplying firms in the United Kingdom. The big trouble is to get any supplies whatsoever. They are not in a position to get the supplies as are the big merchants. That is a United Kingdom proposition and not one from here.

2672. How is the United Africa Company regarded in the countryside as a whole? It is not very popular, I understand?—No.

Mr. Edward Davies.] What are the reasons, do you know?

Chairman.

2673. There are many, and it would be rather difficult for you to answer in a sentence or two, so perhaps you would have a private talk with Mr. Davies and give him your private view?—Yes. (Mr. Macdonald Smith.) There is a point I would like to mention. You raised with the Director of Public Works the question of steel reinforcing bars and the question of

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[Continued.]

obtaining supplies when the Department of Public Works could not do so. That was largely due to the fact that we were at that period issuing import licences fairly freely on Belgium, and a great deal of the steel coming forward to the firms was coming from Belgium against specific import licence issued by the Import Control Office.

2674. We shall be having a note on this from Mr. Young and it will be set forth in that?—I thought it might be useful if

I explained that the supplies coming to the firms were not exclusively U.K. supplies, as they were in the case of the departmental indents. The Crown Agents show considerable reluctance to place orders abroad, whereas we, as regards import licensing to the firms, have a wider discretion within the limits of Exchange Control restrictions.

Chairman.] We are very much obliged to you for the help you have given us, gentlemen.

The witnesses withdrew

Dr. ABAYOMI called in and examined.

Chairman.

2675. Would you be good enough, for the purpose of the record, to state exactly what your position is?—I am one of the African representatives on the Central Development Board. I represent the Colony area.

2676. You are one of the representatives?—One of the four African representatives on the Central Development Board. There are three others, one representing the East, one representing the North, and one representing the West. I represent the Colony.

2677-8. Would you be good enough to tell us in your own words your views about the Development Plans as they have been submitted?—So far, they seem to be moving well, but the Africans are dissatisfied at the slow progress. Nearly everybody is tired of the overworn excuse: shortage of materials and shortage of men. We in this country do not believe in long experiments as you do in Europe—waiting for 20 or 25 years before you get good results. I think—perhaps because we are in the Tropics and that has some effect—I may say that what we want are very quick results, owing to the effervescence common amongst us; and therefore we feel that if any development scheme is to be taken up at all, to impress us it should be one in which there will be no room for the excuse, "Shortage of materials and shortage of men." On the whole, I think I may say the country has taken the Development Scheme wholeheartedly, and the point I have mentioned is the only snag as far as the Africans are concerned. It boils down to this, then: that whatever development scheme you have in this country, there should be no project whatsoever unless you are assured that it can be tackled in time, without any delay.

2679. In other words, your view is that great care should be taken to give priority to such schemes as can rapidly be put into effect?—Quite.

2680. And the schemes which are dependent upon materials which are scarce should, if possible, be postponed so that expectations are not raised too high?—Quite so; in other words, I should like to see things done locally with local materials and men so as to convince the people that the development scheme is on its way. As far as one can see now, the people are dissatisfied because they have not seen any good results. I quite admit that roads, and so on, have been made, but, as far as the Colony is concerned, not many people have been able to travel around and see what is being done, and unless they are able to do that and give the people concrete examples, the people will still feel disgruntled.

2681. Can you give the Sub-Committee your ideas as to which schemes ought to be proceeded with at once?—I would put health first, and I would mention that in this country now the incidence of tuberculosis particularly seems to be very high. For years past the country has been crying for sanatoria but, as far as I know—it is in the estimates—nothing has been done. Even if a very small sanatorium could be put up and run in a modern way in the near future, I think the people would be convinced that at last one of their appeals has been heard and acted upon. I do feel that the building of sanatoria is one of the most essential things as far as this country is concerned now. It is no use developing the country when the greater part of the population are suffering from diseases of one kind and another. They want to be able to live to enjoy the subsequent good results of the development. So from the health point of view I do stress that as one of the cardinal principles to be observed.

2682. Would you suggest that schemes for improved nursing services should be proceeded with as soon as possible?—Quite so.

2683. And you would probably think that such schemes could be proceeded with with-

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Dr. ABAYOMI.

[Continued.]

out much difficulty, assuming the people are available in Europe?—I think probably your only difficulty might be to get a tuberculosis expert from England. I believe there are a great many of them now in Wales. There are several doctors here who could under-study such specialists and perhaps become specialists themselves. A scheme of that sort would be greatly appreciated by the public.

2684. You realise, of course, that the more you expand sanatoria and health service centres the more important it is to have trained doctors?—I quite appreciate that.

2685. We have had evidence to show that the number of Africans taking medical degrees is not as big as one would have liked. Can you give us any ideas as to what might be done to encourage people to take up medicine as a profession?—I think the whole problem is solved with the establishment of the present University College at Ibadan. Hitherto most of the people have been prevented, owing to the heavy expenses, from going to Great Britain and other places, but the medical education can be obtained here comparatively cheaply. Instead of spending about £2,000 to £3,000 I think it could be done here within the £1,000 limit. That should encourage many boys. I know several boys who have already applied to go to the University, because I am a member of the University Council.

2686. Is there a medical centre attached to the hospital here in Lagos, which looks after the Colony?—Yes, but the teachers are not experts as far as teaching is concerned.

2687. They are not sufficiently expert?—Most of them are medical officers who have never had any training at all as far as teaching is concerned. I am now comparing this place with the teaching hospitals in Great Britain.

2688. So you feel that if we could do something about getting some professors out here to build up a medical school it would be a good step to take, until the Imperial College scheme gets further forward?—Quite so and even then that would be an incentive to the local people joining the University or training school here rather than going to England.

2689. Would you endorse also the view that water supply comes very high in the minds of the people?—Quite, because 90 per cent. of the things you do in life are connected with water.

2690. Do the people understand the reason why it is difficult to give a supply?—Yes, they do, because take, for instance, the Colony. In years gone by, when there were ordinary wells in the country, we had every kind of water-borne disease, but now that

we have pipe-borne water, all those diseases are practically gone, and in our provinces you will hear, as you are travelling around, that they are pressing for pipe-borne water, because our people are beginning to realise that without good water life is worth very little.

2691. Could you say a word about film units going round showing films about sanitation and health service schemes?—Yes, I think that would help a lot.

2692. It does help?—Yes.

2693. In your view there is room for more?—Plenty of room, because the country is so big, and one or two units will not do. What we need is several units, located in definite areas; we must have our Western units, our Eastern, our Northern, and so on. The idea at present seems to be to get one unit travelling throughout the whole country, but personally I do not think it could contribute much by itself; we need more of them.

2694. You want many more?—Yes.

2695. And you must have competent people with them?—Yes.

2696. I do want to tell you one thing, and in saying this I think I can speak for every member of the Sub-Committee, and, indeed, for people in the House of Commons. We do feel that this Development Scheme is something we want to be put through in co-operation with the Africans, and the closer we can get to the Africans and the more Africans taking part in it, the better it will be. The last thing we want is that there should be doubt in people's minds as to the purpose of these schemes. I think we all regret that they have not taken place before, but at this particular moment there are grave shortages in supply; steel is very short and we cannot get it in England for various purposes; all kinds of equipment are in very short supply. Your advice to us, then, is that, in order to show that we do want the Development Scheme to go ahead, we should concentrate now on getting done those things which the African people want and which can be carried through without much importation from Europe?—Quite so.

2697. Does that sum up your view?—That is the sum total of my argument.

2698. If you would care to add anything to that we should be very pleased to hear it?—Well, as far as co-operation is concerned, once you get going on the principle I have just stated you are sure to get the co-operation of the people, because, after all, there is no country which dislikes development. We are expanding here on a very large scale and we welcome this very much—it is a very fine gesture from the British Government—but, as I said before,

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Dr. ABAYOMI.

[Continued.]

the people are sick of hearing of all these shortages of materials and men. If they start timber work here and get people going on that, that should form a great basis for the Development Scheme; many people would be absorbed and the people and especially the Press would then see that something was being done, and then I am sure you would get the full co-operation of the whole country.

2699. Is there any machinery whereby the Executive Council themselves put forward ideas as to what they think should be done?—Well, as far as I know, except for Press releases from the Government, there is no other means at all.

2700. But it is open to the Executive of the Legislative Council to make suggestions, is it not?—I believe so, but I do not know whether they have full control of the Development Scheme.

2701. What would help us very much would be a list of the schemes that the Legislative Council have themselves thought would be good from the country's point of view and which they would like to see put into operation. Could you supply us with a list of such schemes?—(Mr. Pleass.) Dr. Abayomi is not a member of the Council.

2702. But he is the only witness we can have, because he is the only one who is directly responsible for expenditure?—You will be meeting unofficial members of the Legislature.

2703. That is not the point; their evidence cannot be put down. This is the only witness whose evidence can be put down. That is why I am addressing these questions to him. Can you, in your position as a member of the Development Board, obtain a list of such schemes as the Legislative Council would like put forward?—(Dr. Abayomi.) Yes, I believe I could, within a reasonable time limit.

2704. Yes; there is no violent hurry. I mean anything which would fall within the category of the conditions you have just laid down?—Yes.

Wing Commander *Hulbert*.

2705. You have told us there is a considerable feeling of frustration amongst African people at the delay in getting these schemes going. What steps are being taken to explain to the Africans the reasons for the delay?—I have suggested to the Secretary of the Development Board that the best thing would be to get the African representatives in the Council to move from one place to the other. For instance, instead of having all the meetings here in Lagos, we could have a meeting at Kaduna and then be showr all the things that have been done up there, and a man like myself could then come back and say, at a press conference, what he had seen.

The people would believe me to a certain extent more than they would believe a statement put out by the Government press relations people. Then, if we went to Kaduna this time, next time we could go to Enugu, and then those who had been to the north could tell the people in the east what was happening here, and vice versa, so that in time the people would have a general picture of the development in the country as a whole.

2706. You think that at the moment what would satisfy the African most of all would be to see something being done, however small?—Quite so.

2707. You would rather have a few things to point to, actually in being, than a whole lot of things on paper?—Yes.

Mr. *H. D. Hughes*.

2708. Has the Central Development Board, while you have been a member of it, reviewed all the various development schemes in the light of the shortages of materials and manpower and recommended a list of priorities at any time?—I believe the Board has recommended some priorities to England, but, as far as we are concerned, we are up against the same excuse. Replies come from England that most of the priorities cannot be undertaken owing to the same factors—shortage of materials and shortage of men.

2709. Have the Central Development Board also reviewed those schemes which they think could be done with local supplies?—Yes, they have, but nothing has actually been done to show the general public that something is happening.

2710. Are you satisfied with the progress which is being made in introducing Africans into the various departments of government and planning?—So far there is still a hue and cry, especially about Development Officers who are coming out now. I think public opinion is that most of them have not got the special qualifications for the special jobs they will be required to do. When this question is put to the Government they invariably consult and say, "We want a man with very wide experience." But if you are going to develop fishing, for instance, you do not want a man of "wide experience"; you want a man with experience in a particular subject—fishing. I think that is one of the causes of dissatisfaction as far as Africans are concerned. They welcome the development, but they think that most of the people who have been brought out as "specialists" in different spheres have in fact no special qualifications. Where a subject is a specialised one, I do not think the people will be convinced unless the people sent out are specialists in the particular subject.

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Dr. ABAYOMI.

[Continued.]

2711. Is it your opinion that there are Africans who are qualified for the positions of Development Officers, and, if so, are they given the opportunity of applying for the posts?—I understand some have applied, but, of course, the subject is such a wide one, and I do not know to which particular matter you are referring.

2712. I was talking about the actual Development Officers?—Well, some Africans have applied, but, as far as I know, it is the Development Secretary in London who would say how many Africans are really qualified for the posts for which they have applied. I cannot really say anything on that.

Mr. Yates.

2713. You mentioned tuberculosis. Do you regard it as the gravest menace of all diseases here?—Apart from malaria, it is. Malaria does not kill so many Africans here as T.B. does.

2714. Yet, according to the official recorded figures, the number of cases is quite small?—Yes, but those are only the cases which come to the notice of the Government Medical Officers. There are thousands of cases in the Provinces which are never notified at all; even at Lagos that is the case. The cases, immediately they are established, or suspected, are carried to the bush or to the Provinces, and they are not notified.

2715. There are many thousands?—Many thousands not notified at all. I have been to the Provinces myself and have seen several cases not medically treated. Of course, superstition keeps them away from hospitals, because of evil machinations, but there are cases. In the first place, of course, the medical service does not cover the whole country; I mean there are not enough doctors to go round the whole country, and whichever report is given as to the statistics of T.B., the number of cases cited will only refer to those they have seen.

2716. When a case of T.B. is reported, is it treated in the ordinary hospital?—They are treated in the ordinary hospitals. As a matter of fact, the public have been complaining because most of these T.B. cases have been treated in common with the other cases in the hospital here.

2717. There has been a public complaint about it?—Yes, there has been a great deal of complaint, because the people say that there have been cases where patients have been going to the hospital for treatment for other diseases and, as a result of being mixed up with the T.B. cases, have themselves later shown symptoms of it. It is against all health principles, of course.

2718. You think there are some doctors here who would, within a comparatively short time, become specialists in this particular disease?—Certainly.

2719. Have any of the doctors been sent to England for any special training?—None at all. I understand one African applied but he was turned down, but I am sure that if the Government give the encouragement there will be several Africans who will be found willing to go and undertake courses in one of the special hospitals and then come back to do the work here.

2720. You spoke of the general dissatisfaction of the people at the slowness of the progress with the schemes?—Quite.

2721. Is there very much dissatisfaction among the people with regard to their not being employed on these things?—Do you mean on the Development Scheme or in general?

2722. In general?—I do not think the people grumble much there because every country is passing through the difficult after-war period, and it is very difficult to employ everybody. I know there is a shortage of employment, but, as far as the Government is concerned, I must say, in fairness, that it is doing its best to absorb the people.

Chairman.

2723. We are very grateful to you for your help, Dr. Abayomi. You feel, do you, that this Development Board is doing useful work?—Yes.

2724. You feel that?—Yes.

2725. Do you feel that the other representatives would endorse what you have said about the general outlook of the people as regards these schemes?—Yes.

2726. You all feel the same about it?—Yes, quite so.

2727. I hope you feel free to put forward your ideas on the Board in regard to the pace at which things are going?—Oh, yes, we are not restricted at all.

2728. And you explain to people, as far as lies within your power, the reasons why there are delays?—Quite so, but the local Board, of course, is tied down; they say they cannot do much unless they have encouragement from home, and that is the reason why I said that things that could be done locally should be done straight away. We are all quite satisfied as far as the project is concerned, but we are dissatisfied with the slow progress which it is making.

Chairman.] Thank you very much; we are very much indebted to you.

The witness withdrew

Adjourned till tomorrow.

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SATURDAY, 3RD APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.

Sir Peter Macdonald.

Mr. H. D. Hughes.

Mr. Parkin.

Wing Commander Hulbert.

Mr. Yates.

Evidence taken at Lagos, Nigeria.

Mr. F. E. V. SMITH, C.M.G., Chairman of the Cameroons Development Corporation, called in and examined.

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman.

2729. Mr. Smith, we are greatly obliged to you for coming here. For the purposes of the record would you tell us exactly what your position is?—I occupy the official position of Commissioner on special duty, and as Commissioner on special duty I undertake various work in connection with development schemes or development organisations which at least have the blessing of the Government. At the present moment I am Chairman of the Cameroons Development Corporation and I am also Chairman of the Cocoa Marketing Board. As a matter of fact I am being relieved of the chairmanship of the Cocoa Marketing Board in a few days' time as it is impossible, with the Cameroons being so far away, for me to give adequate attention to both bodies at this stage.

2730. Would you tell us what is the set-up of the Cameroons Development Corporation? Have you a chart which you can supply to the Sub-Committee as to how it is organised?—I think it is quite simple, and therefore hardly needs a chart. The Corporation has been set up by ordinance and its members are appointed by the Governor with a limit of nine and a minimum of six. At the present moment we have seven members, of whom one is an African. At least, when I say "an African" he is a native of the Cameroons. The reason why there are not more Cameroons members in the Corporation is because it is a territory which is very undeveloped, and there are very few people there of the standard of education (you might almost say intelligence) suitable to be on that body. We are hoping as soon as possible to increase the local representation. The members consist of myself as Chairman, two ex-officio appointments of Government officers, the General Manager of the Railway and the Director of Commerce and Industries; then there is Chief Manga Williams, who is the Cameroons representative; there is Mr. Richards from London, with wide experience of rubber and other tropical plantation work, and a Mr. G. G. R. Sharpe of Jamaica, who has had wide experience with bananas and other plantation crops, and with marketing. I said we have seven members, but actually

the seventh member has recently retired because his firm has been appointed Auditors to the Corporation and he was a chartered accountant, so he had to resign. That is the organising body. It is a body corporate set up by special ordinance, and I think I might say that to some extent the constitution under that ordinance was drafted somewhat on the lines of the B.O.A.C. Act. Perhaps I should say that the background of it was this. Before the 1914-18 War, the Cameroons was German territory. There were a number of freeholds or imperial crown grants given by the Kaiser, and estates were run by individual Germans or by German companies. Then there came the 1914-18 War, our troops went into the Cameroons, and those estates came under the custody of the then Custodian of Enemy Property. In 1922 they were put up to auction in London with a view to realising money for reparations, with a condition that they might not be sold to ex-enemy aliens. As a result of that clause there was very little interest shown in the auction, and practically the whole of them were withdrawn. Then after some negotiations, the details of which I am not familiar with as I gather that all the papers in London have been destroyed, it was decided that they would be put up to auction again with that condition deleted. The nett result was that most of the estates were re-purchased by their former German owners or by other Germans and they remained in the hands of those people until 1939. At that time they were pouring Germans into there obviously with the idea of training them as an administrative service to take over when we were beaten. These people were allowed to remain on parole for a short time and then removed from there. The estates came into the hands of those managing enemy property and were carried on on a repair and maintenance basis with such staff as they could get. There were odd flutters during the war when there was a shortage of rubber, and such rubber as there was was exploited to the limit for the war effort. Some of the activities were, practically speaking, closed down. Then came the question of what should be done with these estates after the war, and this proposal was put

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Mr. F. E. V. SMITH, C.M.G.

[Continued.]

forward. The lands have been converted into native lands by special ordinance, but that ordinance also permits of the Government leasing those estates to the Cameroons Development Corporation, originally it was intended for perpetuity, but it was ultimately decided at 60 years with an option to the Corporation to carry on for another 60 years, the idea being that by that time political ideas and many other things would have been changed materially. I think the real objective is that in due course when the people have been brought up to the level where they can handle their own affairs, it will become a communal corporation run by the Cameroons people themselves for themselves. At the present moment the higher levels are obviously being dealt with by Europeans. The three major crops are bananas, rubber and oil palm products. Both the rubber and the oil palms have deteriorated badly during the war, and in any case are rather old and there will have to be a fairly extensive and a fairly expensive policy of replanting with oil palms. We are not certain about the rubber.

2731. May I ask you two questions, more or less for the sake of the record. The whole of this plan you are describing to us is financed by Nigerian funds; is that right?—Yes.

2732. There is no United Kingdom contribution at all?—On the contrary, we are contributing very substantially to His Majesty's Exchequer in the United Kingdom.

2733. How do you make that out?—By the profit which is being made on our bananas by the Ministry of Food.

2734. Well, the Ministry of Food is now working in with you, is it, using your Corporation as its agent?—No, Sir. We have a contract with the Ministry of Food to sell or to make available to the Ministry of Food all of our output of bananas, fresh and dried. A price was decided for 1947 and another price for 1948, but there is no obligation on the Ministry of Food, and they will not accept the obligation to provide the shipping to remove all those bananas. If they can they will; if they cannot, it is a dead loss to us. We are hoping that we may be able to negotiate with the Minister a favourable contract over a period of years, but while he wants to engage all our production of bananas he is not prepared to pay for those which are not shipped.

2735. What sort of volume of bananas are you talking about?—You must realise that the bananas were reduced to a fairly small quantity during the war. Last year we produced about 2½ million, of which 1,300,000 were shipped.

2736. That is bunches?—Yes, sterns we call them. This year we estimate that

we shall produce around 4 million sterns; the figure is actually 3,955,000. In 1949 with our present programme we shall produce 5 million sterns, and we are in a position after that, when we shall have received more transport equipment, such as water craft, barges and more railway equipment, to go up to 8 million, if we can be assured that the Ministry of Food will take our output. Our planting organisation up to date has been based on the Ministry of Food being the only importers of bananas for two years; that is to say up to the end of this current year 1948. We are now informed that he is proposing to remain in the fresh fruit and vegetable business for a considerably longer period. We had expected that there would be a free and open market for these commodities after 1948.

2737. Is there any feeling amongst the Africans that they are being given a price which is below the figure which you could get in a free world market?—The Africans know very little about it, I am afraid, because the Cameroons people on the whole are not highly intelligent, and they are not growing for themselves.

2738. You mean that they are not peasant-proprietors?—Not worth speaking of: one or two only. It is all on a plantation basis.

2739. What about the welfare of the people themselves? Does the Corporation help them to grow crops for their own subsistence, or do you import what is necessary?—We grow a certain amount which we distribute at very reasonable prices in those areas where subsistence farming is difficult, but they also have a fair amount of native land of their own where they grow their own foodstuffs, while there are times when there are shortages of food, or alleged shortages, though I have never seen anybody really hungry. In those cases we do bring in food which we grow. We have several quite big farms where we grow plantains and yams, which we sell to the people at a reasonable price. The commodity which is more scarce than anything else is meat. That comes down from the north, and there is a good deal of petty bargaining which goes on, and the result is that very often there is a shortage or prices are high.

2740. The point I am trying to get at is: Is the Cameroons self-supporting or not?—It is self-supporting generally speaking, yes. You are speaking in regard to foodstuffs, are you?

2741. In regard to foodstuffs mainly.—It is and it should be fully self-supporting.

2742. And the welfare and the social conditions of the African are dependent on water supply, improved housing and transportation?—Yes.

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[Continued.]

2743. Where do those rank in your budget?—You will realise that we have only been in operation for 12 months. We started off with no money at all. The Government purchased the estates and we are paying for them in the form of a rental over 35 years; that is capital and interest. Apart from that, we were given no capital whatsoever, but we had to borrow, up to £1,000,000 with or without Government guarantee; but fortunately we have been able, to a very large extent, to finance ourselves in the first year out of revenue from our commodities, thus taking short-term overdrafts. We are not, therefore, yet in a position where we have been able to do any very large welfare work, but we have got a number of plans on hand. Perhaps you would like to know what they are?

2744. Yes.—Our first priority is a medical service. The people are not healthy, partly due to unbalanced food and other things. Therefore we are starting up hospitals and health and medical services within the next few weeks. In the meantime, the Government has been carrying on a rather rough-and-ready medical service. Our intention is to give that the highest possible priority, adding to it such special services as Maternity work and Ante-Natal work, and so on. As regards housing, a large proportion of our employees live on the estates in labour lines, which we provide. We have already started in a fairly substantial way in the rebuilding programme of our labour lines with bricks and tiles which we make ourselves on the estate. It will take a very long time to get everything up to perfection, but we are going ahead as rapidly as possible. Where we are breaking into new country, where we have got to get things done quickly, we are putting up wooden buildings, which are quite useful for 5 or 6 years life, and then we shall replace them with buildings of a more permanent character.

Mr. H. D. Hughes.

2745. Is that family accommodation?—Not at present, though it is used as family accommodation. You must realise that things have deteriorated during the war. A lot of these men live alone. They come and work for so long and then go back again, and then come along again. Where there is a wife and children, they get a room. They do not get better than that because we cannot give them more because we have not got the space. The intention ultimately is that all married men will be given two rooms and a kitchen, etc. What we are building now is not along the lines of what was done in the past, but a four-roomed bungalow: two rooms, *this* side, two *that* side, with a bit of verandah and a long dividing wall on the verandah, and there is a kitchen

arrangement outside for small individual places and then a battery of latrines every so often, for every 20 houses, I think.

Chairman.

2746. What about water supplies?—Some of the water supplies there are already quite good; other ones are definitely inferior and bad. It involves, however, the question of drilling tube wells, and for 18 months we have now been trying to get the lining for tube wells and we have failed to get even a quotation, or the slightest interest in any country in the world, including the United States. We have bought the drilling rig and we are just going to put it into storage, because we cannot get any quotation whatever for well linings.

2747. You do not have to deal with the Crown Agents?—Oh, no.

2748. The other point is this: what is the nature of the country; is it mountainous?—First of all there is a plain of about 50,000 acres; the rest of it is all mountainous.

2749. What proportion of the land is going to be in occupation by your Development Corporation and what proportion of arable land capable of cultivation is left to the native people?—The estates that we have got represent a total in round figures of 250,000 acres. I could not tell you the exact figure, but I should think the native land outside of that would be more than three or four times that, and in my opinion they have ample room for all their cultivation of their native resources, but of course they will only cultivate land close to the road. They have hundreds and hundreds of acres, but they do not touch it because it is not alongside the main road.

2750. You remember the history of Kenya, and the trouble one had there by the allocation to Europeans of large tracts of land, making things difficult for the native to continue?—Yes.

2751. In your scheme do you take steps through the P.R.O. really to explain to the Africans exactly what you are doing?—It is being done through the administration. I do not know whether the Public Relations Officer has ever been down there, but of course the Cameroons is not easy to get to. In regard to this question of land, I gave this obligation, with the permission of the Governor, when I introduced the Bill into Council, that an investigation had been made in regard to the amount of land which is in the native reserve at the present moment, and whether that is adequate for the population, and if not the Governor has devoted part of our responsibilities for the purposes of increasing the native reserve. That investigation is being made at the present moment. It

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[Continued.]

will take quite a long time because the people are a little bit "cagey," and in many cases you will find that they do not even know what the outlines of their reserves are.

2752. What does the ordinance lay down in regard to the publication of reports, figures and so on?—The accounts of the Corporation are presented to an Annual Meeting of the Corporation, passed, and then submitted to the Governor for his information and are laid on the table of the Legislative Council.

2753. Here?—Yes.

2754. So they are public documents?—Yes, Sir, they are published.

2755. And is it intended to issue something in the nature of what we call a "White Paper," translated into local language, so that they can understand what is going on?—There will be the Annual Report.

2756. When will that be out?—For 1947, I should think they will be submitted to the Governor in about June.

2757. Are you in receipt of your funds from the Ministry of Food in time for the Budget, or do they keep you waiting for your money?—It takes them about six weeks to pay for a shipment of fruit.

2758. But they pay as it flows?—Yes.

2759. What other products are sold?—We sell our bananas to the Ministry of Food; we sell our rubber on the open market; and we sell our palm products to the West African Produce Control Board, and we rank as exporters for that purpose.

2760. What about hides?—We have none whatsoever. All we have is a matter of 200 dairy cattle at Buea.

2761. So what you have mentioned to us constitute your main products?—Yes.

2762. Have you any groundnuts?—Not at present.

The witness withdrew

Dr. OLORUN-NIMBE, First Lagos Member of the Legislative Council, and Mr. P. J. ROGERS, Second Nominated Member of the Legislative Council, were called in and examined.

Chairman.

2763. The Sub-Committee are indebted to both of you for coming here. You are both unofficial Members of the Legislative Council?—(Dr. Olorun-Nimbe.) Yes, sir.

2764. And besides you I believe there are three or four more?—(Mr. Rogers.) 26, I think. That is for Nigeria.

2765. Mr. Rogers, you are the second nominated Member, are you?—I am.

2766. What does that mean?—I represent the interests of commerce.

2767. And you are nominated by the Governor?—I am.

2768. And you, Dr. Nimbe, are you the first Lagos Member?—(Dr. Olorun-Nimbe.) Yes.

2769. Can you tell the Sub-Committee how you obtained your appointment?—I was elected by the electors of Lagos; in 1923, when the franchise was extended to Nigeria the electorate of Lagos were given the opportunity to send three representatives to the Council, and we have continued that ever since.

2770. So there are three of you, and you are top of the poll?—No, sir. I was in the old Council, and being more senior than the other two I took the first place.

2771. How many years have you given service now?—I have been in the Council since 12th December, 1945.

Chairman.

2772. We are anxious that both you gentlemen should tell us quite frankly and freely what you feel about the development

programme; which of them are most urgent in your view; and anything which you think would help us in regard to the knowledge of the Africans as to what is being done, and how far those relations might improve. We are aware that the actual administration of these funds falls upon the executive officials, but the figures are laid before you, are they not, in the Legislative Council and therefore you are in a position to consider the schemes as a whole. Therefore if you can give us the benefit of your views we shall be greatly obliged to you. (Dr. Olorun-Nimbe.) Quite frankly, sir, in Lagos we do not think very much of the development programme. When I came into the Council in 1946 I told His Excellency that, as it was then, most of the people who were directly concerned with the Development Programme were Government nominees, and the people had no direct representative there; and, without casting any aspersions on nominated members, we know that nominated members are obliged to vote with the Government when the interests of the Government are involved. I think I have the authority to say that, Sir, and I would like to refer you to Halsbury's Laws of England, 2nd volume, page 159, to that effect. You will find that most of the members of the various committees set up in Lagos for the Development Programme are nominated members. The people in Lagos have no direct representation there; perhaps one or two, maybe, but the majority of them are nominated members and, as such, do not reflect the opinions of the people of Lagos. I think, Sir, if I may speak generally, that the same thing occurs throughout the country,

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Dr. OLORUN-NIMBE and Mr. P. J. ROGERS.

[Continued.]

so that what the Government is doing about the Development Programme we do not know. We have asked that members of Council be given facilities to go out into the country to see what has been done, but the usual evasive reply given by the Government is, "Any time any Honourable Member feels like going out he is entitled to do so"; but when we ask the heads of departments what has been done, the usual reply is, "No material, no personnel." Well, we want to know why the Government, realising that they would be in difficulties in getting men and materials, did not defer the Development Programme until the personnel and building material were forthcoming. There again, sir, we have no answer; so that, as far as we are concerned, when the Government talk about the Development Programme we just simply take everything with a pinch of salt.

2773. What you have said is what we have already been told, and that means this, does it not: that you think the way it has been handled has excited expectations which are not being fulfilled, and therefore has caused frustration and annoyance and suspicion?—Exactly.

2774. And you feel that there is room for your constituents and for the people of Lagos themselves to be told more, so that they can be aware of what is the intention?—Definitely so.

2775. And you do know, as you have said, that the restrictions are due to the shortage of material and of people to supervise the work; that there are a certain number of schemes which do not require so much in the way of material or so much in the way of European supervision and therefore they could be got on with; and so would you tell the Sub-Committee the sort of schemes of that kind you think the people in Lagos would like to see put through now?—Well, the planning of Lagos, I take it, is part of the Development Scheme, and although the people have no objection to the replanning of Lagos, the one serious objection they have is to the granting of leasehold to the people instead of giving them freehold. When the people are dispossessed in one area to make room for development in that area—

2776. You are talking now of town planning and that sort of thing?—Yes; I take it that is part of the Development Programme?

2777. That is part, as I understand it, of your own municipal council work?—It is part and parcel of development, we are told.

2778. I am not myself clear as to how far that is so. We were shown a lot of plans yesterday and I understood that those were the concern of the municipal council?—Not entirely, Sir.

2779. Not entirely?—No. Tuberculosis in Lagos is very definitely on the increase, and unless something is done people will just continue to die and infect other people, and so on, and the condition in Lagos is very deplorable as regards living conditions, which leave much to be desired. We say that instead of the Government having so many people on the Development Scheme the people should be there to advise the Government, "This is what the people want, this is what they do not want." If we could strike a medium where the Government could say, perhaps, "No, we are going to have it this way," and the people could say, "No, we do not want that," and the issue could be discussed and a solution arrived at, it would be a very good thing. We want to be there to explain things to the Government. At the moment, as I have said, we do not know what these programmes are; we only read of them in the paper.

2780. But you are members of the Legislative Council?—Yes.

2781. And as such I thought all these schemes were laid before you. Does not that give you the opportunity to discuss them?—Yes—discussion. After discussion what happens?

2782. It enables you also to ask questions, does it not?—Questions have been asked but the replies were very unsatisfactory. We really do not know what the Development Scheme is. So far as we are concerned in Lagos, we do not know. We hear about it, but we do not know what it is.

2783. From our point of view, we can divide these things in our minds into certain divisions. We understand that one of the most urgent things is water supply?—Correct.

2784. That is where the people want help, and quickly?—Yes.

2785. The second division is the improvement of health, hygiene, hospital services and so on?—Yes.

2786. Is that important, in your opinion?—Very important.

2787. And that would be welcomed by the people of Lagos?—Definitely.

2788. Furthermore, I think the Government would like the Africans to show more interest in themselves becoming qualified either as doctors or as surveyors or as technicians?—Yes, Sir.

2789. And, if these schemes are to go forward, they must depend in the end upon the Africans taking sufficient interest in them to become fully qualified to operate them?—That is so.

2790. That is also what you want, is it not?—Yes.

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2791. And therefore any schemes for technical education and instruction and so on would also be welcomed by the people of Lagos—is that right?—That is correct.

2792. You will no doubt be able to add other points to those I have mentioned. What others are there?—The agricultural programme for the country has been discussed in great detail in the last Session of the Council and in the Select Committee.

2793. We have had a paper given to us which mentions the Development Board?—Yes.

2794. On the Development Board there are Africans?—All nominated; they were not elected by the people, so the people's opinion is not reflected in that Board.

2795. Do you say all these things when these matters come up for discussion in the Legislative Council?—Oh, yes, we have said all this before.

2796. And you make the points in Council as you are now doing?—Yes.

2797. So that they are all on record?—Yes, they are on record.

2798. Before Mr. Rogers speaks, is there any other point you would like to put, before members of the Sub-Committee put questions to you?—I am very sorry that my other colleagues, like Dr. Azikiwe and Mr. Adedoyin, are not here.

2799. You are doing very well. They will be able to read what you have said, and I am sure they will support you?—I am sure they will.

2800. We shall meet others of your colleagues when we go out to the provinces. I want you to take advantage of the opportunity you now have to say something else, if you want to?—Before members of the Sub-Committee put questions, I would like to say this. We are very sorry that the Development Secretary who in 1945 presented this Development Programme before the Council has been transferred to the Cameroons. The people of Lagos feel that as he initiated the policy he ought to be able to remain as the Development Secretary to put it through. That is the opinion we hold in Lagos.

2801. That is a very nice testimony to Mr. Smith. He has not gone very far away, and we are going to hear evidence from him as soon as you have finished your evidence. I am delighted to hear that you hold him in such high regard. We all do?—Yes, and we are very sorry indeed that he has been transferred.

2802. Now, Mr. Rogers, I think the Sub-Committee would like to hear your evidence before they put questions to Dr. Olorun-Nimbe. You are a nominated member?—(Mr. Rogers.) I am a nominated member, yes. I do not want to get into an argument with my old friend Dr. Nimbe, but that would hardly be fair.

2803. We do not want that?—But I must give it as my opinion that the ordinary man in the street in Nigeria—the African—is fully represented on all these Development Boards; and, as regards whether they should be elected or not, that is a very long subject and a very complicated one. If you wish, I will give my views on it, but I do not think really it concerns the point in question. That is up to you to decide. I think you will find, as you go around Nigeria, that in general the people of Nigeria—particularly those who have had sufficient education to understand the idea behind the Development Plan—are in favour of the principle behind the Plan and the way it is being carried out. I do not mean to say that they understand it completely—it is very vast in its conception and it is rather difficult for anybody, unless they are in touch with it the whole time, to understand its full possibilities and scope—but I am firmly convinced that the ordinary African is quite satisfied with it. Naturally, if he lives in Oboho, he wants more work to be done there, and if he lives in Kano, he wants more development at Kano. I would also give it as my firm conviction that the African is satisfied with his representation, but, of course, that is hearsay evidence; you can ask them as you go round. As regards not really knowing what is happening to the Development Plan, again, before it was started a very excellent report was produced, which is available to anybody to read. Reports are sent out at frequent intervals, not as up to date as anybody would wish, perhaps, but, again, it is easy to criticise, and one has to remember that the question of printing is extremely difficult. But that is one very just criticism that all unofficial members make regarding Government: their Annual Reports are sometimes received a year after the period in question. These reports are sent out, and the members of Legislative Council are not only allowed to visit anywhere and go anywhere and see any figures and talk to anybody, but they are encouraged to do so. Government are quite disappointed that we do not do more of it. Unfortunately, as I know Dr. Nimbe will agree with me, we all have our own jobs to do, so it is rather difficult to find time to fit all these things in; but I really must say that we are able to see anything we wish to see.

Now, as to my personal opinion of the Development Plan, as I said in a recent speech in Legislative Council (I have a copy of it here if any member would like to see it), I feel that very much too much money is being spent on social services and not enough on agriculture. I said that quite openly, and I absolutely disagree with Government policy regarding the Development Plan on that point. What I am afraid of is this: When we hand this country over to our African friends here, we are

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also, unless we are very careful, going to hand them a heritage of very expensive social services without the money to maintain them. Hospitals and schools, and roads to a lesser extent, are, of course, extremely necessary things, but no country can afford them unless they have the money to pay for them. I will give one example. For instance, when you go just outside Lagos you will see a rehabilitation centre; it is at a place called Ilobi. An enormous sum of money has been spent on that, in my opinion quite wrongly spent. That money should have been spent on agricultural development, and one point which I know everybody will agree on in regard to social services is that we need a water supply. You mentioned that yourself. If that money had been spent on water supplies or on agricultural development it would have been much better spent. I have no doubt you gentlemen have heard about the possibility of a groundnuts scheme being opened in Nigeria similar to that in East Africa. I am afraid the reports I have read regarding East Africa are most disappointing, but if you touch on that subject I would ask you to take the long-sighted view, and if our experts decide there are possibilities in a similar undertaking, I would ask you to use all your influence to get the scheme started, because in the areas concerned there is a definite necessity for development in that direction; and I am not, of course, overlooking the shortage of fats throughout the world. There is one point I would like to raise. I have no doubt you have already had it rather stuffed down you, but it is a most important one, and that is the lifting of the groundnut crop from Kano. I have looked into this very carefully and I am myself satisfied that the Nigerian Government have done their best to get the necessary engines and rolling stock, but the fact remains, they are not here. I will give you a few figures which I gave in Legislative Council; you may be interested in them. At the beginning of 1945-46 groundnut crop—that is about the end of October—the carry-over from the previous crop was really nothing. The quantity available at the beginning of the crop which has just finished—in other words, November 1947—was about 90,000 tons. Unless there is a marked improvement in the situation by the beginning of next crop, which is November this year, the quantity carried over will be 140,000. Now, many people, seeing that stock in Kano—and it is a stock, in a way—think it is an emergency stock. They say, "Well, the British Government must keep their stock of groundnuts somewhere. Why should not they keep them in Kano?" I thought that myself for a long time, until I realised that the quantity was rather great for a stock, and I noticed in the press about six weeks ago that Mr. Strachey, speak-

ing in Manchester, said he thought the fat ration in Great Britain could be increased if those groundnuts could be got home. Now, I do not think the people of England know that; if they did, I feel there would be an outcry. Another point—and here I am afraid I must cross swords with the Government experts—is that they say or they have said in the past that the storage of these groundnuts in that excessively hot, dry climate in Kano (and when you go there you will see them, pyramids of them) does not harm them at all. Well, the fact is that it does harm them, undoubtedly. The infestation from weevil is very serious, and I should also think (and many people agree with me) that there is a serious drying out of the fat content.

2804. We have had a good deal of evidence on that, and I think the figures we have been given up to date show that we are aware of that position. I would like to put one or two questions to you. Basically, you agree that the aim and object of all these Development Schemes is for the benefit of Nigeria and the people of Nigeria?—Entirely.

2805. And it is very unfortunate if, as your colleague has just said, there are misconceptions in the minds of the people as to the objectives of these Development Schemes?—Very unfortunate.

2806. You have mentioned one or two ways in which you think it is possible for more information to be given. Now, I believe you are a representative of a very big commercial firm?—I am, Sir.

2807. You therefore realise the benefits of advertising?—I do.

2808. Do you seriously believe that the Nigerian Government's method of advertising what it is trying to do for the people of Nigeria is good and efficient?—I feel, on consideration, now that you have raised the point, that something more could be done in that direction.

2809. Why has it not been done? Is there any prejudice against letting Africans know what has been done for their benefit?—Absolutely not.

2810. What is the reason?—The reason that I have never suggested it is because I have not thought of it. Now you have mentioned it, I should say it is an excellent idea.

2811. Take broadcasting. If there were a broadcasting system would it not be of great benefit to everybody that somebody should be charged with the task—preferably an African—of talking over the radio and explaining what is going on? Has that ever been done?—As regards the Lagos Executive Development Board, yes, that has been advertised—or "put across to the public" is perhaps the better phrase; "advertising" seems to be connected with selling something. The Lagos

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Executive Development Board's activities have been put across very well, and if you would like to hear something about it, I can tell you something, as a member of it.

2812. That has to do with town planning?—Dr. Nimbe mentioned it just now. I said I was a member; actually I was a member until a month ago.

2813. In that connection, have you done anything by way of a film unit or anything of that sort?—As far as I know, there was no film unit. Probably the only reason for not having one was the lack of personnel and equipment—our two old friends. I could not say for certain, though.

2814. What I think we want to get from you is this. In our report to Parliament on the spending of the British taxpayer's money we have got to be perfectly certain that it is clearly understood by the people here—the Africans—because, speaking quite frankly, I have an idea that, because they do not know, they are suspicious of what is being done?—No, Sir.

2815. They are not?—No, Sir, I do not think that is the case. There is bound to be an element which is suspicious—one has it in every country—of everything the Government do, whatever it is, but in general the people of this country are entirely behind the Government with their Development Plan. We all have our own ideas, I have my little hobby horse and the next man has his, but in general I would say the man in the street, the African, although he does not understand fully the Development Plan, is entirely in agreement with it. He has one big grumble: Why is not it being put through more quickly?

2816. There is here a large European commercial community, and that commercial community has been established for many years?—Many years.

2817. And that community is making a contribution to the development of the country?—A very large one.

2818. There is a capital investment amounting to a very great deal?—A very large sum.

2819. Is not it quite obvious that if you are going to have a successful further development, every opportunity should be given to Africans to participate in those schemes inaugurated by private enterprise entirely?—My charter, for want of a better word—what I say to my African employees and to Europeans—is this: I will never give a job to a European if an African can do it. Apart from the fact that Nigeria belongs to the Nigerians and therefore they should be given every assistance towards home rule, it is obvious from a money point of view: the Nigerian at the moment does not receive the salary that a European does. That is obvious to everybody who has any sense.

2820. You would feel it is one of the obligations that would rest on the commercial and industrial concerns out here that they should spend a considerable proportion of their funds on an apprenticeship system of that kind in order to bring to Africans the knowledge and the skill to take their part in the management of affairs?—I would not only say that they ought to; I would say that they are doing so already. As far as I know, I should say every firm has a pupil system or apprenticeship system, or whatever you like to call it. I can assure members of the Sub-Committee that every firm is doing it. In general I can say that not only is it their policy to Africanise their personnel; they are already doing it.

2821. We are all in agreement, I think, about that, and the only point I wanted to get on the record was that you represented that side of the Nigerian system: you do tell us that it is the intention of all European firms here to co-operate and to expand the responsibility given to Africans?—Entirely; I cannot emphasise that too much.

Mr. Yates.

2822. I would like to ask Dr. Nimbe this question: When he says that they do not know anything about what is being done, I take it he does not deny that they know what the Plan is?—(Dr. Olorun-Nimbe.) The Plan.—Yes.

2823. According to our information, a resolution has been passed by the Legislative Council, so that I take it every unofficial member knows exactly what the Plan is?—Yes.

2824. Then it is what is being done under the Plan that you complain of?—Yes.

2825. You have little knowledge?—Very little knowledge.

2826. May I ask whether the Government of Nigeria do from time to time make any public announcement as to what are the existing circumstances and conditions? In Britain we have what is known as a White Paper occasionally. Do the Government issue any kind of statement like a White Paper?—Not to my knowledge.

2827. Do you confirm that?—(Mr. Rogers.) Every department issues an annual report.

2828. I do not mean an annual report, but would it not be helpful if the Government were able periodically to announce what are the existing difficulties and what is being done in the way of development?—To have a quarterly report instead of an annual one?

2829. Would those reports be understood by Africans? Are they published?—(Dr. Olorun-Nimbe.) If they were laid on the table of the Legislative Council, yes, publicity would be given to them, but if they were just in the form of reports by heads

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of departments, I do not think any useful purpose would be served.

2830. I would like to ask whether in any of these plans the Trade Unions are ever consulted by the Government? Are they ever taken into any consultation?—I do not think so.

2831. What would be the position as regards factory legislation?—I think that is necessary.

2832. Would Africans be adequately represented there?—That depends what the Government would do. They would nominate so many people to represent the interests of the people.

2833. You said you were not represented on various committees?—That is exactly what I meant.

2834. But on legislation affecting factory workers you would be on the committee?—Yes; provided that the committee was elected by the workers themselves.

2835. So that you do get representation in some cases?—I do not think so, unless it is on the Legislative Council—not on some of these committees you have mentioned.

2836. I would like to ask Mr. Rogers this question. You said you were of the opinion that too much is being spent on social services?—(Mr. Rogers.) I am.

2837. I understand that the prevalence of T.B. is very considerable and yet there is not a single sanatorium in the country. How, then, do you suggest that too much money is being spent on social services? In which case do you consider that money has not been wisely spent?—It sounds rather as if I am generalising if I say that too much is being spent on social services, but that is exactly what I mean. You mentioned the case of T.B., but you might just as well say that the incidence of syphilis is very bad. There are clinics here but nowhere near enough. You could put your finger on every disease known and say there is no hospital for that disease, or not sufficient hospitals. My point of view is that unless this country is developed agriculturally, when it is handed over to the Africans they will not have enough money to maintain all these services which they have. If you would like a figure, I can give you one regarding palm-oil in the Eastern Provinces.

2838. But is there not a danger that if you do not do something to put down disease the land which you hand over will not be much good to the Nigerians?—Speaking as a layman, no, definitely. This Plan is called a "Development Plan," but really and truly it is more Welfare than Development. In my opinion, unless something is done regarding the palm-oil products in the Eastern Provinces, and done quickly, that area will be one of the most

poverty-stricken in the world, because the quality they produce now is so poor that the only reason it finds the market it does is because there is a world shortage.

2839. Regarding broadcasting, I would like to ask Dr. Olorun-Nimbe what criticism he has of the present method of broadcasting? I read in the Press yesterday a leading article which was severely critical of the present method of broadcasting?—(Dr. Olorun-Nimbe.) Yes. Personally, I do not think much of the present system. I mentioned this to His Excellency at Kaduna, that the Government should do something to intensify the system of broadcasting throughout Nigeria; and all he told me was to get in touch with the P.R.O. I said "I do not know him."

2840. Do Africans broadcast?—I do not know what you mean by that.

2841. I read an article yesterday in a paper, The Comet I believe it was, in which it was suggested that those who were broadcasting had no conception whatever of what the mind and the psychology of the people is. Is it that there are not sufficient African people broadcasting?—Most of the people who are allowed to broadcast are Government people. If I wanted to go and speak to my people in Lagos now, the Government would not let me. If you disagree with the Government's views, they will not allow you or anybody else on the microphone.

2842. So that there are no sort of various party views?—There are, but not on the microphone.

Mr. Edward Davies.

2843. Dr. Olorun-Nimbe asked for more African representation on the Development Council?—Yes.

2844. I am interested in this and would like to know how he would do this, assuming it were practicable. Does he mean, for example, that the Trade Unions or other corporate bodies should be asked to nominate to the Development Council itself directly?—Supposing now there are four vacancies in the Government and the people are given the choice of sending either two or three people to that Board; then the people will select and elect the best men amongst them to go and represent their views to the Government, if the Government likes to take them; and if they do not like them, it is up to them to reject them; but there is no such facility now. In the Gazette you will see: "The Government has been pleased to nominate the following people to represent the views of the people," and the result is that the people do not take any notice of it, and tell the Government to carry on in their own way.

2845. You think that the whole process of nomination is wrong, do you?—Definitely.

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2846. You would have no nominated representatives?—If the Government feels that it would like to nominate some people, we would not object; but the taxpayers should be in the majority. That is our view. We have no objection to the Government nominating people, but they should be in a microscopic minority. We should have the right to elect our own representatives to the various councils or committees of the Government.

2847. There is no consultative body at all provided for all these interests you want to bring in?—No.

2848. There is no consultative body to whom the Development Council would refer?—No.

2849. Do you think that would be a good idea, as a beginning?—Yes.

2850. You talk about the people who pay the taxes taking an interest in these things, but we looked at the constitution of the Lagos Town Council yesterday and I was surprised to see that although some 14,000 or 15,000 people were entitled to the franchise, in the recent elections the number of people who voted amounted to no more than slightly 1,000. So that there there did not seem to be a very keen demand for the exercise of the franchise?—Do you know why? I told the Government this two years ago. The present Lagos Town Council was constituted by Ordinance No. 15 in 1911. Since then the people have been trained in the art of local self-government. Up to now the Government continue to tell us that we are not ripe for having an unofficial elected majority, with the result that the people are disappointed. That is the reason: they are not interested. In the present Town Council, of which I am a member, you have nine nominated members as against five elected. What can you do there?

Chairman.] We shall have to get back to the development schemes and the Estimates, I think.

Mr. Edward Davies.

2851. Would it not be the ideal to keep our social services in line with our economic development? Is not that the idea you have in mind? You are not opposed to welfare schemes, but what you are anxious to do is to develop the country in such a way that they will balance out in some fashion?—(*Mr. Rogers.*) Of course. Please do not think I am in any way against social services. No country can take its place nowadays, without health services and without educational services.

Mr. H. D. Hughes.

2852. Dr. Olorun-Nimbe, we all attach great importance to African opinion being given as much information as possible about

the progress of the development scheme. Now you have just had a budget assembly of the Legislative Council. Is that so?—(*Dr. Olorun-Nimbe.*) Yes.

2853. In that assembly did the budget presented to you include the Development and Welfare Budget?—Yes.

2854. And had you got the opportunity of asking questions and making speeches on the development and welfare side of the budget as well as the general budget?—Yes, we did that in a select committee.

2855. Is the report of this select committee published?—It will be available towards the end of this month.

2856. So that as far as the members of the Legislative Assembly are concerned, you did at annual periods at any rate get pretty good information on the Colonial Development and Welfare schemes?—Yes, from the Government point of view.

2857. I see. What, in your opinion, should be done apart from the question of representation which we have already discussed—by the Government to make more information available to the Legislative Council first and to the people generally?—Broadcasting is one way. In Nigeria you have one great difficulty; that is that there are so many languages and dialects, and most of the people complain that the District Officers and the Residents just tell the people that so many laws have been enacted by the Legislative Council, and the people do not know what those laws are before they are passed into law. Why is it that District Officers and others do not take the trouble to explain to the people what these laws are before they become laws? So you have this great difficulty, and unless the people have trained linguists who can go round and explain these matters to the people you will always have that difficulty.

2858. You are, I believe, associated to some extent with the African Press?—Yes.

2859. Is it possible for the African Press to get information on the Colonial Development and Welfare Scheme and the general progress in development?—Yes.

2860. And are you attempting to assist, through the medium of your Press, to educate public opinion as much as possible?—Yes, if the Government is prepared to co-operate.

2861. If the Government are prepared to co-operate in giving you the information you require?—Yes, certainly.

2862. They are prepared to co-operate?—Yes, certainly.

2863. Mr. Rogers, I am not quite clear which firm you represent?—(*Mr. Rogers.*) On the Legislative Council I represent the interests of commerce; that does not necessarily mean the large European firms. I

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look upon myself as the representative of commerce in general in Nigeria.

2864. You mentioned something about Africans being trained, apprenticeship schemes, and so on?—Yes.

2865. Can you give the Sub-Committee any figures of the number of Africans who are going through training schemes in private enterprise?—I could not give you any idea, but it must be hundreds. I could give you one figure if you like; it is just an illustration in regard to my own company.* In our cigarette factory we are now producing twenty times the number of cigarettes we produced when we started, and we have only one additional European. So you can get some idea as to how quickly we Africanised our staff—twenty times the output and one more European.

2866. What is the highest level of responsibility that the Africans now hold amongst the European firms here?—District Manager. All the firms have district managers. When you go north you will pass through a station called Ilorin, and there are two or maybe three of the large importing firms represented by Africans there. Unqualified accountants are quite common; also African foremen of course; African engineers are very few indeed. Then very senior clerks: I have a storekeeper myself who is in charge of stocks of cigarettes worth a large sum of money. I had a European storekeeper 15 years ago, but now this African is doing the job as well as if not better than the European did it.

2867. Have the European firms any schemes like the Government scheme for sending people to England or elsewhere for training?—I believe the U.A.C. had some scholarships in England, but I am not certain on that point. I believe they had two or three. We are training them for work in this country and we do not go in for qualified European personnel with degrees; that is the reason why the Government sent them home, because you cannot get the qualifications in this country. For instance, if you want to train an African out here to be an engineer, he can be trained here for this particular kind of engineering if anything better than 'if you send him to England,' the same as a foreman and an unqualified accountant. I would not by any means say that if it was decided to be advantageous to send Africans to England for training they would not be sent. I am thinking of it myself, to give a man a little wider experience for a European job.

2868. What do you mean by a "European job"?—A job that a European has done in the past—a European appointment. The Government call it "senior service," but we have no dividing line; we just say it is a European appointment.

Sir Peter Macdonald.

2869. Have you got a network of broadcasting?—(Dr. Olorun-Nimbe.) None at all.

2870. Do you think there is scope for it?—Yes, I think so.

2871. In what language do you suggest there should be broadcasts?—The principal languages are Yoruba, Ibo, Hausa, and English of course.

2872. You think you would be able to get it across in that way?—Yes, the people who speak those languages would be able to pass it on to the people who do not speak them. You will find that the average Nigerian speaks about two or three of the Nigerian languages, either Hausa and Yoruba, or Yoruba and Ibo, or Ibo and Hausa, and so on.

Mr. Parkin.

2873. Reverting to a quotation from his own speech, in which he criticises the spending of a lot of money on a rehabilitation centre and saying it would be better spent on water supplies, has Mr. Rogers any evidence that the progress on the water scheme has been held up in any way through lack of money?—(Mr. Rogers.) Every development in this country is held up through shortage of money. If the home Government would be more generous than they have been and would double the amount of money they have been generous enough to give us up to now, we could develop even faster.

2874. Is that view widely held among Europeans in commerce?—That we could develop faster if we had more money?

2875. Yes.—Oh, certainly.

2876. Our own view is that there is no shortage of money but it is a shortage of vital raw materials?—And personnel.

2877. If you had any evidence that water schemes were held up for any reason than the shortage of materials, I am sure you would give us that evidence. It is the most vital evidence we can have.—If we had more money we could afford to offer larger emoluments to the experts which this country is not getting fast enough at the present time.

2878. What would the experts then do?—Carry out this Development Plan. The Development Plan, as I understand it, is being held up by shortage of trained personnel as much as materials.

2879. The shortage of water engineers is greater than that of water pipes, is it?—Yes.

2880. Who is paying them these larger salaries? Have you evidence to give us that we could get more water engineers and therefore close this bottle-neck? You are suggesting that the supplies of materials are ahead of the supplies of personnel for water schemes?—Yes.

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2881. What sort of salaries do you think would be necessary to attract more water engineers? Where are they?—I do not know. In every country it is the same: there are only a limited number of them. As regards how much more pay you would have to give them, I do not think that it is quite a fair question to ask a layman. I should say two or three hundred a year more.

2882. Can you give us any sources of information which we might tap as to the possible surplus of materials available for water schemes? You have suggested that the scheme is being held up through shortage of personnel and not through shortage of materials?—It may be rather late in the day to say so, but I cannot help feeling that with a Development Plan of the size of the Nigerian Development Plan the Crown Agents' organisation is not perhaps large enough to cope with Nigeria's requirements as well as the rest of the territories who demand similar things. I feel myself that Nigeria's requirements are so great that they could well afford and would benefit from a supply organisation in the United Kingdom. I would say that private enterprise can get material out to this country more quickly than can the Government.

2883. And private enterprise, you think, could carry out the water supply schemes more efficiently than the Government if it had enough more money?—Not more efficiently. May I develop that a little bit in order to explain one point. There is no doubt that quite a lot of the development could be carried out by private enterprise. There are firms of contractors who would do it. That was raised in the Legislative Council. But it would cost very much more money.

2884. Where do you think they would get their supplies?—I can only repeat what I said, that I considered that private enterprise are getting supplies of materials to a greater extent than the Government are.

2885. They are getting them through the controls in England?—Of course. You cannot get anything without an export licence.

2886. But you think that some private firms are exercising more ingenuity in getting past the controls of the British Ministry of Supply?—I am not suggesting that for a moment.

2887. There must be some way in which they can get the materials. Now to follow up another point which Mr. Rogers raised himself about his own firm; he spoke of the great increase in the number of African employees and the great increase in the production of the firm concerned. Is it fair to ask him if that increase in productive efficiency at the lower salaries he spoke of has been reflected in the price of the cigarettes to the population?—It is, of course, quite a fair question, but it is impossible to reply to. In general, yes; but I must point out that the cigarette industry is rather

looked as "the goose which always lays the golden egg." This Government makes £2½ million out of us, and the price of the cigarettes to the consumer is really governed to a large extent by the tax charged. For instance, the Excise tax in this country has gone up anything from 500 to 900 per cent. since the beginning of the war.

2888. Yes, but my question was rather directed at the difference in cost?—The reply is "Yes."

2889. Thank you. Now do private firms engaged in commerce and so on feel that they are getting any direct benefit in the efficiency of their employees both African and European from schemes like the malaria prevention. Are any records kept by your firm of absenteeism through sickness in the past, or loss of skilled or semi-skilled personnel through disease in the past?—Not over sufficient long a period. We have details of health from our doctor in Ibadan. Without having any figures to go on, we know that it is so.

2890. Knowing that it is so, you would support these expensive measures, as necessary as a basis for greater economic efficiency?—Well, I would put it like this, that spending money on projects of that nature will yield benefits in 20 years, and those benefits will make the inhabitants of Nigeria, African and European, able to produce more efficient work in greater quantities and so on. Having got back to my original point, are we sure that we shall be able to afford it.

2891. That is not an argument which is heard only in Nigeria?—Of course not.

2892. Your estimate of 20 years is just a guess—your feeling that you will not get any serious benefit from the increased economic efficiency of the population. You are not, in fact, keeping any figures with the idea of discovering what material benefits accrue?—Undoubtedly we have the most complete record now, and we have had for two years past. I just say 20 years as regards the general social services of this country. Malarial and slum clearance will make itself felt within a few months.

2893. Perhaps I might follow up directly on this question of malarial prevention with Dr. Nimbe, because I think the full cost of the scheme for Lagos itself is borne by the estimate which we are here examining. You say that the population of Lagos has lost interest in its town council?—(Dr. Olorun-Nimbe.) Yes.

2894. Because it has not got sufficient elected members to influence its policy?—That is so.

2895. How far do you think the population understands that this malarial prevention scheme is in the first place very costly and in the second place entirely defrayed from the estimate we are talking

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about?—The matter of the malaria and tuberculosis and other diseases has been taken up very vigorously by members of the Legislative Council in Council, particularly by those who are doctors and those who are interested, with the result that the papers have taken it up and have explained the whole scheme to the people, and to a certain extent the people in Lagos understand the question of malaria very well, since 1901 when Sir William Macgregor introduced quinine therapy free of charge as infant mortality was so high that year.

2896. You mentioned the frustration caused through not getting enough elected members on various bodies on which they can express opinions. Can you indicate to us any parts of the Development Plan which could be carried out more quickly if not only responsibility for deciding about them but also responsibility for implementing them—carrying them out—could be shifted on to the elected bodies or local communities within the Nigerian nation?—Particularly in regard to the question of the development of Lagos, but the matter was brought before the Legislative Council some years ago, and, without the people knowing anything about it, the matter was passed by the Legislative Council, and then later, when some of the houses were going to be acquired, they did not know anything about it; but if the people had been consulted then the Government could have published it in the Gazette or broadcast it or got the people to know about it in some way or other, and then the people would not have raised any objection to it; but now they are suspicious that the Government want to drive them away from Lagos, with the result that there was a protest to the Secretary of State about it, and I do not think anything has happened since then.

2897. You spoke earlier about the rights of ownership of land, and you suggested that some people objected to losing freehold?—Quite so.

2898. How long has a freehold system existed in Lagos?—Since the British came; it was not so before.

2899. And the natural Yoruba system has no tradition of inalienable personal land holding, has it?—That is right.

2900. Do you think on principle it would be better to try to get back to the traditional system?—Perhaps not in the case of Lagos, but in the whole of Nigeria it would have to be—

2901. So that really in Lagos itself it is just a conflict of the material interests of the present owners?—Yes.

2902. Can you, outside Lagos, suggest to us any aspects of the Development Plan which could be taken over and implemented by the people themselves?—I am not saying that they should be, but if they were in

this Committee—that was our only objection—they would be able to contribute their own quota by way of suggestion.

2903. Yes, but in many things such as building construction and road construction, and so on, a good deal of the tempo depends on the morale of the people actually working on the job?—Yes.

2904. Do you think there is any way of stepping up the enthusiasm for carrying out the Development Plan through shifting the burden of implementation on to local community shoulders?—No, I was not suggesting that.

2905. No, but I am. I am asking you if you think it would help at all?—I do not think so.

2906. It is not a line of democratic development that appeals to you? It is a very important point, you know?—Yes.

Wing Commander *Hulbert*.

2907. Mr. Rogers, we have had repeated evidence of the Development Scheme being held up through inability to get capital goods. We have also been told that the commercial concerns do obtain capital goods very much easier and much quicker. Could you give us your experience of that, and any indication of how the prices compare?—(Mr. Rogers.) The prices?

2908. Yes?—I certainly cannot answer the last point; I would be only too pleased to if I could. We are just building a new cigarette factory ourselves, and I would be only too pleased to let anybody you wish see the invoices of the building materials, and they could be compared. I should not think myself there would be any difference. As regards the other point, I agree, and I think the Government could consider having their own chasing-up department in England.

2909. You put that suggestion forward on the ground that, since the Crown Agents have 30 or 40 colonies to cater for, apart from Nigeria, Nigeria has to take its place in the queue?—That is my idea.

2910. Dr. Nimbe, just to clear up one of your earlier points, you have a grievance about African representation on certain official bodies. I gather your grievance is that the Africans are appointed by the Council, and therefore virtually become spokesmen of the Government instead of being freely elected by the people?—(Dr. *Olorun-Nimbe*.) Yes.

2911. That is your objection?—Yes, and not only my view but the view of the people of Lagos.

2912. That is the whole point there?—Yes.

2913. Do you find in your experience that those Africans who are nominated by the Government very quickly become assimilated in Government, or do they

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maintain their independence?—Those who have maintained their independence have not been reappointed to the Legislative Council.

2914. They have not been reappointed?—No.

2915. They are put on the black list, are they?—Yes.

2916. You mentioned radio talks and that there was some censorship on the radio?—Yes.

2917. Would you tell me how that happens?—That is the practice at the present time. I could not just go to the Public Relations Officer and say, "I have something interesting to discuss on the radio," political or otherwise. One is banned. That is the policy of the Government.

2918. But if a talk is put on the radio by the Government explaining their policy and there is a large body of African opinion against it, would that opinion be allowed to be heard?—I do not think the present Government has any policy.

2919. It has not?—No, it has not.

2920. "Policy" may be the wrong word, but if they wished to publicise any work they were doing and a body of African opinion object to it, there would not be facilities for that objection to make itself felt, you mean?—No, none whatsoever.

2921. But there are facilities in the Press?—Yes.

2922. There is no censorship of the Press at all?—No, but the Government may act in this way. It approves of certain papers, and it disapproves of others, and what the Government intends to do is communicated to the papers it approves of, and nobody reads those, or the majority of the people, anyway. Generally speaking, the people have nothing to do with the papers which support the Government.

2923. You mentioned that certain statements as to the progress of development plans appear in the Gazette. What is the circulation of the Gazette, and what means are employed to get it to the Africans?—The average man in the street cannot afford to pay for the Gazette; it is expensive. I get my copy free, but it costs anybody else rs. 3d., I think it is.

2924. How often is it published?—Every week.

2925. Is there any organisation whereby the information obtained in the Gazette is distributed either by word of mouth or broadcasting or papers and pamphlets?—The two political parties in Lagos get their own copies, and when there is anything of interest they are able to hold a mass meeting and make representations to the Government.

2926. What happens in the provinces?—Our people in the interior complain that the D.O.'s and the residents have not taken the trouble to let them know of these Government intentions in the papers.

2927. You said yourself and I am sure you are well aware that the reason for the hold up or the delay in the development scheme is the lack of capital goods and equipment and personnel?—Quite so.

2928. Realising that that is the position to-day, have you any suggestions that you can briefly put to the Sub-Committee as to what could be done immediately to remove that sense of frustration from the African?—Well, during the session of the Council we have heard that the question of shortage of staff will continue for the next three to five years, and we suggest that if that was so then the Government should take active steps in providing more scholarships for Nigerian people to go abroad to study in the various professions, so that when they came back in five or six years' time (assuming that the shortage continued) they would be able to serve the people. There again, the Government pointed out that there are no vacancies, and the various British universities have said the same, and so we suggested, "Why not try Canada, New Zealand, Australia—we will go anywhere to study."

2929. But your suggestion is that in the period in which we are waiting for the capital goods and the personnel, some of these funds should be diverted to other purposes which would provide some immediate result and something which the people themselves could see?—Yes.

2930. The real trouble is, you say, that these plans are all on paper and in books, but the African in the street cannot himself see any results today?—No, he cannot see any results.

2931. If he saw a small hospital or a small institution of some kind being put up, that would give him some satisfaction?—Yes, exactly.

Chairman.

2932. It remains for me to thank both Honourable Members of the Legislative Council and to put just one point to each of you. I want Mr. Rogers to be so good as to supply us in due course with a paper which would indicate what are the average salaries and conditions of service in commercial firms for people in supervisory posts, because all the evidence we have had goes to show that at the moment some of the schemes must depend upon highly skilled engineers and other technicians, and that in due course Africans will be trained to take their places, but at the moment there are shortages of engineers, for instance, on the railway and elsewhere. There was a report called the Harragin Report, and the Harragin Report

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was, I believe, published in 1946, and there was an appendix to that report which showed what were the average salaries and what was the estimated cost of living. Would you in your capacity, as representing the European firms, try to get us those figures up to date, the point being this: that it is no use sitting back and saying, "These schemes are being delayed on account of shortage of personnel", unless we can take back with us some evidence to show why it is that firms here can get people whereas it is very difficult, apparently, for the Government to recruit up to full strength; and, as it was done for the Harragin Report, it would only be a matter of bringing those figures up to date. Would you be so good as to try and do that for us?—With the greatest respect, might I suggest that those figures be obtained from the head offices of the firms? I feel sure that they will be very loath to give them.

2933. To you?—Yes; they are most of them controlled very closely by their head offices.

2934. But they were published in the Harragin Report, and all we want is up to date figures?—For the Harragin Report a request was sent round. How far it was followed I do not know, but it was a request, and it was nothing stronger than that. I really feel that from your point of view it would be better to obtain them from the head offices of these firms.

2935. You think it should be done through London?—Through London.

2936. Of course, we can use our powers in England to send for persons and papers, and I do not think there would be any difficulty in obtaining them, but do you really think there would be difficulty in getting them here?—Please do not think I am trying to obstruct in any way, but the fact remains that the firms are very closely controlled from home. Shall I put it like this: I will ask them and see what they say; I will explain matters to them. It would be the same as in the case of the Harragin Commission.

2937. Was the Harragin Commission report published?—Yes.

2937A. They can hardly have an objection to bringing their figures up to date for our purposes. I do not want to be in the position, nor does any Member, of assuming certain things on figures which are out of date?—Certainly not.

2938. We want the most up to date figures. I should be grateful to you if you would take soundings and possibly you could communicate to the Clerk of the Sub-Committee, Mr. Mackenzie, as to the result of what you have been able to do,

and then we will take appropriate steps, if necessary, with the headquarters of the firms in London?—Yes. You will understand that I am not trying to obstruct in any way.

2939. Yes; but we want this because it is one of the very important things regarding Government employment: whether they are in fact paying enough or not; whether their conditions of service are satisfactory?—Yes.

2940. And it is equally important that the development of Nigeria should not be delayed through inability to get the proper personnel because the proper salary is not being offered?—Entirely.

2941. I am given to understand that the commercial firms are not short of people. From your knowledge would you say that was true?—Yes.

2942. We are all interested equally in developing Nigeria, are not we?—Yes, equally.

2943. So that if the firms are keen about it they will no doubt be willing to help us?—I am sure they will.

2944. Now, Dr. Nimbe, I want to put one point to you. You have given us some very interesting evidence, and before you leave us to-day I hope you will be able to give us this assurance: that, as far as in your power lies, you are going to help these schemes. The British taxpayer is bearing a very heavy burden now, and I do not think the people in West Africa realise what the weight of taxation at home is, and that sacrifice of the British taxpayer is not made for himself only but also in order to try to help this country and its people; and I do want you to put on record your assurance that, as far as you and your friends are concerned, you appreciate that we want to help, and we want to see more Africans take a greater part, and we do want to see very important figures in African life like yourself using all their efforts to help these schemes, and, for instance, encouraging young men to take up the professions that we want to see developed?—(Dr. Olorun-Nimbe.) Yes.

2945. I take it that is your view?—That is my view.

2946. And you and your friends are going out for that?—That is so.

2947. And the whole of your evidence to-day has shown that there are certain things that might be improved, I think, but the basic thing is that we are all partners in a great scheme, and the scheme will not work unless we have the active help and co-operation of Africans—you agree to that?—I do agree.

The witnesses withdrew.

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[Continued.]

Mr. HAROLD COOPER, Public Relations Officer, called in and examined.

Chairman.

2948. For the purpose of the record, Mr. Cooper, you hold the office of Public Relations Officer?—Yes, Sir.

2949. To the Nigerian Government?—Yes, Sir.

2950. And you are appointed by whom?—By the Secretary of State. I am actually a member of the Colonial Administrative Service. I am an Administrative Officer, Class I, seconded from the Provincial Administration to act as Public Relations Officer.

2951. You have spent all your service in the Colonial Service?—I was for two years an instructor in English on the faculty of an American University.

2952. Where?—The State University of Iowa. That is my only experience outside the Colonial Service.

2953. Your appointment is as Public Relations Officer. What are your terms of reference?—To maintain the closest possible understanding between the Government and the people and to ensure that Government's policies and intentions are understood as thoroughly as possible by the people, and that Government is kept informed of the reactions of the people to those policies.

2954. What staff have you got?—Fourteen Senior Service appointments and about 150 Junior Service appointments. Most of those are Clerical Assistants and Third-Class Clerks.

2955. How many of those are Africans?—All the Junior Service and 3 of the Senior Service.

2956. Have either you or any of your staff ever had any experience of the work of Public Relations as understood, for instance, in England?—One of my Press Officers was a Public Relations Officer with the Army for several years out here, and both the Press Officers, of course, have experience in journalism in the United Kingdom. Apart from that, no. My own Public Relations experience was picked up in the course of my Colonial Service. I have done Public Relations work before. I did it for a time in the Gold Coast before the war and I did it practically all through the war in the South Pacific.

2957. But the point I want to get at is this: What do you consider to be the media through which you must work?—We work through a variety of media; through the Press and our own publications; through our broadcasting stations or our rediffusion stations; through the various reading rooms in the country to which we distribute material; through our fleet of mobile cinema vans; and also through personal contacts with the people. We give a great many lectures.

2958. Who gives the lectures?—The members of the staff of the Department.

2959. Are you responsible also for the film units?—Yes, we are, Sir.

2960. Did you take over from the Department of Agriculture their unit?—As far as I know, they had no unit. The unit we took over was run by the Medical Department.

2961. And you took that over?—We took that over.

2962. And therefore you used that presumably after consulting the Medical Department?—Yes, Sir, we used it for health propaganda and for agricultural propaganda.

2963. Who are the people who actually operate it?—There is one European Films Officer in charge of the Cinema Section, and there is an African commentator who travels with each van. At the present time we have only four vans in service. There is one permanently allocated to each region, one to Kaduna, one to Kano, one to Ibadan, and the other is kept in Lagos and used for specialised purposes such as a swollen shoot campaign which we did recently in the Western Provinces.

2964. Have you any experience of work either in connection with the broadcasting or with cinemas other than what you have had out here?—I have had no experience of cinema work myself, but I did a great deal of broadcasting during the war in Fiji. We had a commercial broadcasting station there, but I was responsible for the arrangement of most of the local programmes and also for all the war commentaries, so that I was actually broadcasting practically every day during the war in Fiji.

2965. The point I am rather anxious to get at is this. You have a very large population here, some of it very concentrated and the rest very scattered, and therefore the methods of dealing with the two sections of the population require to be different, you would agree?—Yes.

2966. In regard to broadcasting, I have a paper before me which the Colonial Office sent to me and, according to what it says, the position in West Africa is considered to be "unsatisfactory"?—There is certainly an unsatisfactory position in this country in my opinion.

2967. You agree with that; and the point about it is this: that the rediffusion service is all right if you have got a density of population and if you have got a programme which is going to be received by large numbers, but you also want something presumably to get at the isolated villages, do not you?—Yes, Sir.

2968. Do you think that the system here ought to be a West African system, or should there be one for each of the Colonies?

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[Continued.]

—I think that for the time being at any rate there should be a system for each of the Colonies, because if one took the whole of West Africa the variety of needs would be too great. Here in Nigeria, if we had a central transmitter, which I think we need very badly, we would have to put out regular programmes in at least seven or eight different languages, and perhaps more.

2969. For Nigeria alone?—Yes, for Nigeria alone.

2970. Would you suggest that you want a main system covering the whole country and then some smaller ones which would deal with the particular dialects?—That was in our original plan. When the development of broadcasting was being considered a plan was put up which envisaged the installation of a central transmitter which would be powerful enough to be audible in the United Kingdom, and a number of regional transmitters, which would broadcast in the languages of the particular regions. But the whole scheme was so expensive that there was no room for it in the development plan and it was pushed aside to wait its turn year by year as the ordinary Estimates were framed. Now I have discussed the matter with the Director of Posts and Telegraph, who is responsible for the technical side of broadcasting, and we have put up a new scheme which envisages the provision, first of all, of one central transmitter strong enough to be audible throughout Nigeria, and then regional developments later on as funds become available. The disadvantage of the present system of rediffusion stations is, first of all, that you can reach only a small minority of the population, and, secondly, that you cannot provide really good programmes in the vernacular because each little station has to improvise its own; it has to find its own local artistes and so on; whereas if we had a central organisation with a central transmitter we could provide very good vernacular programmes from the central transmitter, which could be taken by the Radio-Diffusion stations, and we could also reach the people in the smaller villages who are at present inaccessible through the R.D.S. We have had some papers recently from the Colonial Office about a wireless set which is being produced at a cost of under £3, and although I am told that it is possible that that particular set will not be suitable for use in the tropics because it is made of plastic materials, it seems obvious to me that within a few years we shall be able to buy a standard wireless set cheaply enough for us to think in terms of the distribution of 10,000 or 15,000 community sets in the country.

2971. I am conversant with all that; I have been on a Committee which has been going into that matter, and the sets which are available under that system can be made at the rate of 500,000 every six months, but the requirements of the

Colonial Empire are between eight and nine millions. The Radio-Diffusion loudspeaker and amplifier gets produced at 10s. 6d. and there is a great advantage for poor people to have a loudspeaker at that low price. You say that you do not like rediffusion?—I did not say that I do not like rediffusion. I was merely making the point that the coverage which you can achieve through rediffusion stations is inevitably limited. Here in Nigeria we could probably find 60 or 70 urban centres with a sufficient density of population to justify the installation of a rediffusion station, but that would still leave us with the majority of the population untouched as far as wireless is concerned.

2972. Because they are in the villages?—Yes.

2973. Have you had any information about these village pole sets, whereby you have a pole erected in a village and a set on the top, with a certain arrangement so that it cannot be interfered with by curious people, which gives the same programme as is on the wired wireless? Do you think that would be of assistance to you?—I think it would be. I do not think the pole would be necessary, though, in most parts of this country.

2974. The view in Sierra Leone and in the Gold Coast where they are more advanced than Nigeria is that it is the only safe way of doing it, to have a pole. However, that is really rather a detail. In your view, if you had a central station you could take care of the problem, could you?—Yes, Sir.

2975. And your suggestion is that the system should be licensed, under a licence held by the Postmaster-General on the lines of the B.B.C., only modified?—No. I thought of it in the first place as being run just as the R.D. stations are run now, with the Posts and Telegraphs Department doing the technical side of it and the P.R. Department doing the programme side.

2976-7. If you had Africans on it and you encouraged Africans to take a part in it, surely that would give confidence to the system?—I was about to say that we envisaged this control by the Public Relations Department as a transitional period leading up to the establishment either of a separate broadcasting department or of a Corporation such as you have in mind.

2978. I think I can speak the mind of the whole Committee when I tell you that one of the things which is certainly surprising and worrying is the present attitude of the people in Nigeria to these development schemes. They seem to feel that there has been something lacking in letting them understand and bringing them into the picture. They all seem to think that if there were broadcasting in which they themselves, the Africans, could play a more prominent part, it would have a very good effect. Now the cost of this would

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have to be borne largely by the British taxpayer, the cost of the transmitting stations, and one certainly does not want to see that money expended if it is not going to be really used with advantage to the better relations with the people of Nigeria. Have you at any time considered the possibility of sending Nigerians home to England to study the B.B.C. system?—Yes, Sir. There is provision in the Estimates for that sort of thing.

2979. And do you think you could recruit suitable people, or could the Africans themselves nominate suitable people to go home?—I think we could. At the present time the suggestion is merely that we should send home some of our R.D. studio staff to be trained by the B.B.C., to take quite a brief course there; but if we had our transmitter, or if the decision was made to instal the transmitter next year or the year after that, then we would need a much bigger central organisation, and we would have to think of getting Africans and sending them home for a much longer course of training, a course lasting perhaps a year.

2980. Yes, quite?—I think suitable candidates could be found, and I see no reason why the broadcasting side of my Department should not be pretty well completely Africanised.

2981. What I want to put to you is this. I believe that you would get a much better result if you let the Africans see that there will be an independent body composed of Africans and licensed by the Government. I think that if Africans thought they were merely going to be employees in a Government Department you would not get the Africans to become really interested?—Interested in accepting employment?

2982. He would say "If I am only going to go in as part of the Public Relations Department of the Government, it does not interest me". If he were going to take part in something like the B.B.C., I think he would be interested?—I wonder which Africans you are thinking of who would not be willing to take jobs in the P.R.O. Department.

2983. I think the Public Relations Department would have to be utilised if you had school broadcasts and Government announcements and so on, but I think that you must agree that the Africans themselves should be given a greater opportunity than they have had in the past of saying what sort of programmes they want?—That is true. Actually the programmes at all our stations are arranged by a local committee which advises the broadcasting officer, and I think you can get the results which you have in mind very largely by the other process of increasing the importance of the part which the African plays in the running of the Government machine. For instance, if my Department were staffed from top to bottom

by Africans, I think it would command pretty well as much public confidence as a B.B.C. staffed completely by Africans. I do not think the ordinary Nigerian would see very much difference between the two arrangements.

2984. I must say that you surprise me. That is not the impression I got. My idea is that, unfortunately, there is a good deal of suspicion in the country against the Government at the moment. The witnesses we have heard all seem to think that pressing forward with broadcasting would be helpful to all concerned in this Development Plan?—But it is all one aspect of the general problem of convincing these people of our bona fides. I think if we attack the problem from the fringe and deal with the question of broadcasting stations and with the question of better relations with the Press, and so on, we shall make some progress in each particular field; but we can never make really great progress in any particular field until we have won the major battle, which is to make these people believe that we believe what we tell them. That is the major problem which I am grappling with every day; and no amount of reform of the internal machinery of the Department will do a great deal of good until we can make some progress with that basic problem. I wrote to Mr. Blackburn, the Direction of Information Services in the Colonial Office, a few weeks ago and said that what I thought would do more good than anything else would be a tour of the country by a young Member of Parliament from either side of the House, who would speak to these people about our colonial policy and who would represent to them the British people when he got up to speak. His job would be to convince these people out here of our honesty in promulgating the colonial policy that we do. If he toured the country he would get big audiences wherever he went, and that personal impact would do a great deal more than thousands of broadcasts and the publication of tens of thousands of articles.

2985. It rather depends on who the two Members of Parliament are. We, unfortunately, are a Select Committee tied down to very definite terms of reference. Anyway, your opinion is of great interest?—Yes, Sir.

Wing Commander Hulbert

2986. Can you tell me how long this Public Relations Department has been in existence?—It grew up from a very small Information Section of the Secretariat, which started either late in 1939 or early in 1940, just an Officer in the Secretariat who was responsible for information matters. Then he became a full-time Information Officer and moved out of the Secretariat and had a separate Office,

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which gradually extended and became the Public Relations Department, I think, in about 1943.

2987. Have any of the other departments got their own Public Relations Officers?—No, they have not.

2988. You look after the whole Government system?—Yes, and each of the important departments has a sort of publicity plan which is drawn up in collaboration with us, which covers every field of publicity, and which we apply from time to time as we are able to.

2989. If any Department wants publicity or propaganda, they come to you, do they?—They come to us.

2990. What system do your officers employ for familiarising yourselves with African opinion?—Well, we mix as much as we can with the Africans. The Office is open to any African who cares to come in. We have a constant stream of people who do come in and say "Look here, we know it is your job to listen to us, and we think we ought to tell you this," and so on.

2991. Do you have periodical conferences with representatives of the Press?—We have a weekly conference every Saturday morning.

2992. With the Press?—Yes.

2993. Do you also have periodical meetings with the unofficial members of the Legislative Council?—We have no organised meetings with those, but we see quite a lot of the unofficial members, especially during the Legislative Council meetings.

2994. We have had an unofficial member who said he had never met you or been to your Office. I wonder what steps you take to bring them within your "net" from time to time?—He is one of the few unofficial members I do not know quite well. I know his two colleagues, Dr. Zik and Mr. Adedoyin very well indeed. It just happens that I have never met him.

2995. Do you supply the Press with propaganda articles at regular intervals?—We supply them with Press Releases. Last year we sent out altogether, I think, about 4,700 (or something like that) Press Releases. They dealt with local matters, statements from the Chief Secretary or Heads of Departments, also world affairs and matters of general interest; also sporting items about the doings of African boxers and cricketers and so on; and also a good deal of material that we get either from the Colonial Office or the other countries in the Empire—India, Pakistan, Canada, Australia and so on.

2996. There is a very great feeling of frustration among the Africans that there

is very much on paper but that there is very little achieved at present, the reasons being lack of materials and personnel. What is your machinery for getting down to the "African in the street," and what efforts do you make to inform them of our difficulties?—For that we have to rely largely on the administrative officers, of course. We supply the material which the Administrative Officers can use in ordinary discussions with the people; but hitherto we have had just our organisation for Lagos and one regional office in the Western Provinces. Next year, starting from the 1st April of this year, we shall have a regional office in Kaduna and in Ibadan, with one regional Public Relations Officer and a supporting African staff; it will then be possible for the regional officers to travel a great deal more than we have been able to travel from Headquarters in Lagos, although I myself have made a tour of the whole of the country, which lasted about three months; and I must, I suppose, have spoken to about 60 meetings in various places; and I sent back to Lagos 89 separate despatches, most of which were about development work and most of which were published in the local papers. We have got a man at the moment, an African officer, touring the country province by province, reporting on the progress of development work.

2997. You would agree that probably almost the most important job to-day is to convince the Africans that everything is being done to further as quickly as possible these development schemes?—Yes.

2998. And you are satisfied that at present your machinery is adequate for that purpose?—I think we do as much as we can with the machinery which we have available. If we could multiply it by two, we could do the job more effectively, of course. If we could multiply by two the staff at headquarters and at each regional office, that would make each member of the staff so much more mobile.

2999. You would agree that that policy would be a good investment to-day?—I think it would, yes. There is one thing which I should perhaps mention, and that is that to my mind the problem so far as the Development Plan is concerned is not so much convincing the ordinary man in the bush that we are doing what we can; the problem is how to overcome the opposition of the educated minority to the very basis of the plan. The ordinary person who writes in the newspapers will say, "Even if you are doing everything that is in this Plan, you are still not doing the right thing". They say "There is not enough industrialisation in it. We do not want to hear about growing more groundnuts and increasing the fertility of the soil. We want to hear of factories going up here and there".

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Mr. HAROLD COOPER.

[Continued.]

Mr. Hughes.

3000. What is your total Public Relations budget?—For last year it was about £67,000. It has gone up to just over £100,000 this year as a result of the opening of the two new regional offices in the East and in the North.

3001. Is the main limiting factor to the development of your work money, manpower or materials?—Money.

3002. Are you in any way responsible for mass-education?—No. We are ready to give what assistance we can if called upon, but we have taken no part in mass-education work so far.

3003. That is entirely under the Education Department, is it?—Yes, that is so.

3004. The point was put to us yesterday that the ordinary member of the Lagos population, shall we say, has very inadequate means of information open to him; in other words, there are no poster campaigns in Lagos. There is nothing which takes the place of government White Papers, whereby the educated members of the population can find out a good deal of what is going on?—There are papers published, the annual reports and the Legislative Council papers published by the Government printer, of course, which give, I think, a reasonably complete picture of what is going on, if the educated person cares to buy them.

3005. Has there ever been any attempt to publish popular versions of those with pictorial cartoons and diagrams of a type which will appeal to that section of the Lagos population which are literate?—We have a plan for the publication of a series of discussion pamphlets rather on the lines of the ones put out by the Army Bureau of Current Affairs, which would probably be in colours and would have pictures; but we have been hampered so far by (a) lack of newsprint, and (b) by the fact that the Government printer is too busy with other work to be able to print these things. The first pamphlet we propose to publish in the series is "Development", the second one is "Industrialisation" and the third will be "Educational Policy".

3006. There is a serious printing bottleneck holding them up?—Yes.

3007. How long has this project to publish these pamphlets been waiting?—More or less since I came to the country one year ago.

3008. Is the matter in type?—No.

3009. The copy is ready for the printer and it has been waiting for how long?—No, the copy is not ready. The position is that there is no point in preparing it until we know that we can get it printed, but if we could get out two or three extra linotype machines and perhaps another flat-bed press of our own, and then if we could have some more Government printing staff

seconded to our Department, we could produce quite a number of these pamphlets in addition to our regular publications, the Nigeria Review and the Children's Own Paper.

3010. How long have those machines been on order?—They are not on order.

3011. What is holding up the placing of the order?—The fact that we have to limit our budget to a certain figure.

3012. And the same would apply to pictorial posters, I suppose, for town distribution?—No. I think the position there is that if we could do that it would mean diverting staff away from other work which at the present time we regard as essential; and there again the money side comes in, because if we had the money we could take on new staff. There is no shortage of suitable material among the Africans here, and in the Estimates this year we have provision for certain increases in establishment in the junior ranks, appointments of new Assistant Publicity Officers. When they are available, then one of those could perhaps be put on poster work.

3013. What sort of material do you now supply to the administrative officers?—We supply copies of all our Press Releases, which means that they get a pretty good picture of everything which is going on in Lagos; and also useful background material, because we send out a great many releases dealing with world affairs. We have been wanting for some time to put out a regular monthly memorandum to the administrative officers with some such heading as "Talking Points" which would provide them with material to use in ordinary conversation. But there again the position is that there is no-one who could be spared to do it. The time of the present staff is fully occupied with the things which we are already doing.

3014. What use do you make of schools over the country as a medium for information?—We have a monthly paper called the Children's Own Paper, of which we print about 64,000 copies of every issue, and they are sent to all but the very smallest schools. We send them to between 2,000 and 3,000 schools. We also send the Nigeria Review to a number of schools; our cinema vans and projectors also visit schools and give special cinema shows to the school-children.

3015. How many mobile projectors are there in the country?—There are four vans at the moment. We had six, but two have been written off. We have seven projectors and we have got funds in the Estimates this year for making those projectors mobile by providing generators so that they can be put into kit cars and carried about the country; and we think that they will be more satisfactory than the vans themselves because the areas which the vans can cover are limited. In the Cameroons,

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[Continued.]

for instance, the bridges are not heavy enough to take the vans, and we hope to reach those areas with the seven portable projectors which will be available next year.

3016. What about film strips?—We have about 35 film strip projectors which are distributed throughout the country, a lot of them of course in the schools, and we supply them regularly with film strips.

3017. What help did you get from the Colonial Film Unit?—A great deal of help. They are out here at the moment. They make films here which we find are very useful to us indeed. They are also organising a training course next year, to which we shall be sending a few of our African staff.

3018. You hope to have a film unit of your own, do you?—We have begun in a small way. We have made one documentary film for the Agricultural Department called "It pays to take care", which is a film explaining why the grading system is necessary; and we have prepared our first issue of our "Cinemazine" which is designed to be a quarterly production, or later a monthly production.

Mr. Edward Davies.

3019. Your chief competitor in informing the Africans of what is being done is the Press sponsored by some people in Nigeria?—Yes.

3020. You mentioned, for example, that not much is thought of the Government Development Plan because some people think there ought to be industrialisation, for example. Is that so?—Yes.

3021. You mentioned newspapers which support the Government, and I should like to know just how many there are which take a different line from you?—How many newspapers are there which criticise the development plan?

3022. Yes—local newspapers?—Well, the whole of the Zik Group, which means two daily papers in Lagos and three in the provinces; the Daily Service here in Lagos, and, to a certain extent, the Nigerian Eastern Mail, which is a weekly paper in Calabar. That means really the bulk of the Press, or at any rate the most influential portion of it; in fact, I should say there is among the educated minority here a general impression that Government is not doing enough in the way of industrialisation and a general suspicion that we do not want the country to be industrialised.

3023. What I am getting at is that it is most important that we should know the size of this misrepresentation, if that is what it is, and the problems with which people have to deal in meeting it. What have you got in terms of a daily or weekly press?—We have a weekly paper called

the Nigeria Review, which is distributed free and has a very much larger circulation than any other newspaper. There is no privately owned newspaper in Nigeria at the present time with a circulation of more than 12,000 or so. The number of copies of the Review sent out is more than 35,000.

3024. Is that a weekly newspaper?—Yes; and we use that as a means of presenting the other point of view.

3025. How is it distributed?—It is distributed through a variety of agencies; some are distributed by District Officers, others are sent to literary societies, a great many go to schools, and so on; some go to the various departments in the provinces.

3026. Is that regarded as an ordinary newspaper in the sense that the West African Pilot is, for example?—No, I am afraid it is not; it is regarded as something put out by the Government. The opinions of the administrative officers in the provinces who report on its effects differ very widely. Some of them say that it has a very great effect and that we are, through the Review, gaining ground. Others say that it has very little effect because it is, so to speak, suspect as Government propaganda.

3027. Have you a trained editorial staff to run that organ?—Yes, we have two Press Officers. One was Editor for a time of a provincial weekly in England, and the other was a feature writer on the Sunday Chronicle in Fleet Street for some years.

3028. Do you think the fact that it is free rather makes it suspect?—I think it is the fact that it is published by Government that makes it suspect more than the fact that it is free. We have considered selling it. I think that would mean a considerable reduction in its circulation, and that it would also deprive us of the facilities we have of reaching the lower stratum of the literate community, that is, the person who can read but does not buy reading material. He reads what he can get hold of free of charge.

3029. Does it contain commercial advertisements and so on?—No.

3030. So it has not that popular flavour which one looks for in a newspaper—little snips of local gossip and so on?—It has that; it has news from the provinces and it has two pages of pictures in the middle. It is not by any means a sort of popular version of the Nigerian Gazette or anything like that. It sets out to look like a newspaper and to behave as a newspaper.

3031. Is there any use made of the commercial cinemas in this country?—We get a number of 35 mm. films from the Colonial Office and from the British Government, and we distribute those through the commercial cinemas—they are documentaries.

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[Continued.]

Mr. Yates.

3032. With regard to the children's paper, I understood you to say that the circulation was about 62,000?—I think it is either 64,000 or 67,000.

3033. Considering there are 545,000 children attending school, that is a very poor circulation, is it not?—Yes. We could increase it considerably if we had the newsprint. The circulation is not limited because we think that 64,000 is enough; it is limited because we cannot get the newsprint to print any more.

3034. I notice in the estimates that there is a small increase, so you do anticipate an increase in the circulation, apparently?—No, we do not. That is an increase in the Editor's salary. At the present time we get our newsprint from the United Kingdom and we use something like 80 tons a year and we tried very hard this year to get the amount doubled but we were unable to do so.

Mr. Yates.

3035-9. May I ask whether Africans contribute articles in these papers at all, such as the Nigerian Review?—Yes, we have one

page which is devoted to articles sent in by readers, and we also publish material written by African members of our own staff. The news from the provinces, which occupies about a page, is pretty well all contributed by African correspondents.

3040. But all the editorials are contributed by the Government people?—The editorials are written by one or other of the two Press Officers who edit the paper.

3041. Do you, as Director of Public Relations, work with a committee to advise you?—Yes, I have an advisory committee of 12 Africans.

3042. Who appoints the Africans?—They are appointed by the Governor.

3043. Are there any representatives of the trade unions among them?—The President of the T.U.C. and one other officer of the T.U.C. are members of the committee.

3044. Appointed by the Government?—Yes.

Chairman.] That, I think, concludes the evidence. We are very grateful to you. Thank you very much, Mr. Cooper.

*The witness withdrew.**Adjourned till Monday at Ibadan.*

MONDAY, 5TH APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

AT IBADAN.

Mr. T. HOSKYNs-ABRAHALL, C.M.G., Chief Commissioner, Western Provinces, Mr. R. J. M. CURWEN, Secretary, Western Provinces, and Mr. W. R. HATCH, Acting Secretary, Finance and Development, Western Provinces, were called in and examined:

Mr. C. J. Pleass, Acting Development Secretary, in attendance.

Chairman.

3045. We are met here as a Sub-Committee of the Select Committee of Estimates, and for the purposes of the record would you be so good as to give your official position here?—(Mr. Hoskyns-Abrahall.) I am the Chief Commissioner of the Western Provinces, which consists of a group of six provinces lying to the west of the River Niger.

3046. You have certain departments of the central Government located here?—Yes.

3047. Do they come under you, or are they directly in touch with Lagos?—Their position is exactly the same as if they were in Lagos. They are advisers to the Governor on matters of their departments, and although they are here there are also regional deputies here as well, who are my advisers on agriculture, forestry and co-operative societies. Those are the three departments which have their actual heads here.

3048. We should be much obliged if you could give us a picture of the position.

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[Continued.]

You are aware that we are out here to go into this question of the money voted for these development schemes. We have got a copy of the Budget and in the middle of the book there is a heading: "Western Regional Estimates, 1948-49—Summary." Would the Sub-Committee be justified in taking those headings as the natural headings into which they fall—"Accountant General," "Agriculture," "Co-operative Societies," "Education," and so forth? Are we correct in thinking that those are the different sections into which the work is divided?—That is approximately so. Development is at page W.27. The others are the normal Estimates, and this is a special Part II which deals with Development.

3049. Is not it rather difficult to say where the line of division comes over this? Surely the things are merged together?—(Mr. Hatch.) The accounts are separate because the Secretary of State has to have separate accounts for Development money.

3050. Taking page W.27, are the Committee justified in assuming that the headings are the full catalogue of your development programme?—The answer to that is "No."

3051. It is not complete?—There is a good deal of expenditure which is not regional which is not shown in the Western Estimates. This lot of "W" pages affects regionalised departments only. There is Nigerian expenditure for Posts and Telegraphs and Marine, and so on, which we do not touch in these pages here. It is expenditure going on in the regions, but it is not regionalised. (Mr. Hoskyns-Abraham.) We have regionalised departments and centralised departments, and a good deal of expenditure goes on in our region which is not regionalised expenditure. It is controlled from the centre and not by the region.

3052. A lot of this is merged with the central expenditure?—Yes.

3053. But somebody has thought it worth while to put an index for these schemes down, and we must assume that those headings cover it?—(Mr. Hatch.) They only cover it for the regionalised departments, not Posts and Telegraphs and so on.

3054. How many people are there in your Western territory, roughly?—(Mr. Hoskyns-Abraham.) Approximately 5 million people.

3055. What we are trying to get at is this: what benefit would it be to these 5 million people, and which development schemes are, in your opinion, in order of priority, the most important?—May I first give you the general background?

3056. Yes?—My job is largely to get round the provinces and see how people are getting on, and particularly to meet the native authorities and native authority

councils. I spend approximately a fortnight of each month out of my headquarters here. Of course, when I meet the native authorities, development is one of the topics which naturally comes up. One gets a fair idea of the feeling of the different native authorities towards development, and so on. The most developed of the native authorities fully realise the difficulties as regards men, materials and money, and realise, that if the development work is not going forward as fast as they would like, there is a good reason for it, and that they will have to put up with the slow rate for the present. Others, of course, who are less developed and less understanding of the difficult period we have been going through at home, are more vulnerable to the influences which would like to say that the Government is not seriously considering development at all, and who do not believe all this talk about the hospitals you are going to build, the water supplies you are going to install and so on. Between those two extremes lie various other groups. As regards the type of development they are keenest on, it is difficult to put them in an absolute priority list, but I should say that health probably comes first. Water supplies, both rural and urban, are very definitely of first priority. The majority of the native authorities, if they have not got a water supply, when you ask them this question will say that is what they need most of all. They are extremely keen on hospitals as well, and as you know we have quite a large programme of building hospitals during the next seven or eight years. They would also be very glad to see electric light schemes too, but I do not consider those to be nearly such a high priority. Another thing which they are particularly interested in is the tarring of small roads, etc. Health services generally, and particularly such things as maternity centres, are getting extremely popular in the Western Provinces, and there is a great demand for an increased number of trained midwives and the putting up of maternity centres, etc. But I put down as No. 1 priority probably water supplies, both in the larger towns which have not got a water supply and also rural water supplies. As regards what could be done with the men, materials and money which are available at present, I feel that where we have not got experts in water and where we have not got sufficient engineers, etc., we could perhaps do a little more in a somewhat amateurish way. From the political point of view: assistant district officers, development officers and so on are generally quite capable of carrying out schemes such as the damming of streams and improving the amount of water available on the spot for various villages. It is perfectly true that a certain amount of money would go down

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[Continued.]

the drain because someone would attempt something which would be a failure; but I think that those risks are worth it because it is so important that we should gain the confidence of the people, and make them realise, particularly the farmer, that we are doing something, and that development is not just an empty word which only affects the people in the larger towns. We cannot get away from the fact that there are portions of the Press which are out to discredit the Government. One of the obvious means by which they could do it would be to maintain that all this talk about development is just "my eye" and that we are not proposing to do anything at all. They say we have not got the men available and never will have the men available. It is the line which is adopted by the Press in a sort of general campaign against Government, with the idea of self-government in five years. So it is important that we should counter that. If the skilled men are not available then I think we ought to make a real effort to do something with the material and men which are available. In point of fact as regards administrative staff we are still extremely short. It is very difficult for an administrative officer to find time to do anything beyond his normal duties; but we have a certain number of development officers, and I think that, given the money, we can do rather more than we have been doing in the past. The difficulty, I have always been given to understand, is Treasury control at home; that if money is going to be spent in a certain place on a certain job, they want to be satisfied that full plans have been made, of exactly what it costs and so on. That all results in long delays, but if quite small sums of money could be made available to District Officers to carry out, we will say, rural water supplies, then I feel that something could be done. But if it is necessary to have a complete scheme put forward, checked up and so on, and an expert has to come along and see that it is all right, then the speed will never get any faster than it is at present. From the political point of view the speed is slow, and we know that it cannot be helped; but of course if it is slow it is playing rather into the hands of the other party, as it were. That is the general overall picture as I see it in discussion with the large number of native authorities that I have met.

3057. You would like the thing loosened up a bit?—Yes.

3058. And you think that over-centralisation leads to delay?—Yes.

3059. And that if you could have a "butler's float," if you were entrusted with £X, it would be more satisfactory?—Yes. I am not suggesting that the money should be handed out and simply poured

out. The money would be properly accounted for.

3060. Exactly. Have you sufficient officers on your staff for the regions to do that?—Well, as I say, we are desperately short of experienced staff, but we have a large number of "cadets," about 28 of them, and they are fellows who have been through the war. They are responsible people, although they have had little experience in this country, and they are people who are quite capable of getting down to some of these jobs.

3061. If the people in isolated villages and elsewhere really felt that something was being done to help them, they might be quite willing to co-operate and come forward and work in partnership?—Yes. (Mr. Hatch.) Of course from a political point of view that is an extremely excellent thing.

3062. I think we are all very well aware of a danger creeping in, that these development schemes, paid for by the British taxpayers' money, may be misrepresented as the exploitation for European purposes of the Colony?—Yes.

3063. That is a line which might be pressed by agitators, and it is certainly not a line which anybody in the House of Commons would for a moment stand for. While it is necessary to have groundnuts at home, you suggest that we should make perfectly clear to the people that they are not going to be exploited, and that their own economy is going to be taken care of?—As regards that point, which is a point which I suspect has been raised in Lagos particularly, it is not a thing which I feel at the moment is at all dangerous in the Western Provinces. It might be a little dangerous at the Warri end, where you have got a different type of people, but amongst the Yorubas I do not foresee any difficulty of that kind. The whole background of the exploitation theory is the difference between the price paid to the farmer here and the price paid in the world market. Cocoa, for instance, is one of the commodities they have got very hot and bothered about.

3064. Can you develop that a little bit?—We buy the cocoa from the farmer here and it was being sold in America for £252 a ton, in the case of one parcel of cocoa. (Mr. Hatch.) £62 10s. od. for Grade I down to £47 10s. od. for Grade IV—£20 difference between the grades. That fetches anything from £240 to £242 in America. (Mr. Hoskyns-Abraham.) The Press made a tremendous hullabaloo about this. It was explained by African members of the Cocoa Board that the difference between the prices went into money which was going to be spent on improving the cocoa and on various other things. They are going to build up a pool of £8 millions or £9 millions. (Mr. Hatch.) It

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[Continued.]

is not possible yet. Between £8 millions and £10 millions is wanted for a stabilisation fund, and we shall finish this season with about £15 millions in the Board's pocket.

3065. £15 millions in the cocoa pool? Does the farmer believe that it is of any benefit to him?—He thinks the Nigerian Government is going to pinch it. (Mr. Hoskyns-Abrahall.) The farmer is not convinced of our good faith, but I think he is becoming more so now.

3066. What makes you think that he is becoming happy about this?—Because the Cocoa Board has a considerable African representation of people whom he is prepared to trust, and they have made it quite clear that this money is not being pinched and paid into the general revenue of Nigeria; it is coming back in one form and another into the pool for the direct and indirect benefit of the cocoa farmer.

3067. Can you give any other examples of products which are treated in a similar way? What about hides?—We have not any here. The one thing which is causing all the trouble is in the Eastern Provinces; regarding palm-kernels and palm-oil. You will hear there the same sort of thing, only very much stronger than in the case of cocoa, because there has not been this building up of funds there as in the case of cocoa.

3068. Broadly speaking it is an agricultural community, and you feel that in any development scheme they should be fitted in to help agriculture?—Yes.

3069. And the people should not think that owing to manipulation of prices they are being cheated?—Yes. Ife, where the Sub-Committee are going this afternoon, is part of the cocoa area, and a little north of that; but it is mainly south towards Abeokuta.

Mr. Edward Davies.

3070. May I ask how far £62 10s. or £47 10s. represents an increase on the pre-war price?—(Mr. Hatch.) It went down to £12 during the war, when they burned it. We burned tons of it and paid £12 10s. for it.

Chairman.

3071. Why did you burn it?—We could not ship it, and the last year's stocks were getting mildewy in 1942.

Sir Peter Macdonald.

3072. What were the 1939 prices?—I think the maximum was £36, but they have been between £20 and £45, which was the highest before the war. So they are getting something better than they have ever had before.

Mr. Yates.

3073. When you mentioned the priorities, you did not mention education. Do not you regard education as being on a par with health?—(Mr. Hoskyns-Abrahall.) Yes; it is a thing which everybody is keen on. There is a great demand for secondary schools now. I did not enlarge on that because I felt sure that the Education Deputy Director would be telling you a lot about it, and about the difficulty in increasing the number of secondary schools. There is a feeling amongst people that every child who goes to a primary school is entitled to go on and have secondary education, which of course is very far from the fact; and they imagine that the secondary school is really a natural result: if you have a number of primary schools in a province, then they expect to have the secondary schools and they do not realise the high cost of them and the question of getting qualified staff to man them. But it is perfectly true that there is a very strong demand for education; but not, I think, so strong as the demand for hospitals, and water supplies. I should put education just after those other two.

3074. I would like to ask about the supply of materials in the provinces. Do you find that development is taking place through private enterprise in this particular province?—In the Western Provinces generally.

3075. And that they are getting the materials?—As regards any sort of building programme they are badly held up, due to the fact that they cannot get hold of corrugated iron sheeting. They are in very short supply and what little supply of them there is is extremely expensive. So it holds up their building efforts. In some of the villages there is a tendency to clean up the village and try to make it a better kind of place than it has been before—widening streets and so on.

3076. What I am trying to get at is this: I have seen in Lagos houses being built which have been built by the United Africa Company, which are far superior to anything which has been built by the Government, and therefore they must have had no difficulty in getting the materials. I understand that anybody in the province could build a building privately and they would not be stopped from building it and they would get the materials, probably. What I should like to know is whether the experience in this area is that development is taking place through private enterprise to a more marked extent than it is through Government, and what is the attitude of the population to it?—As regards buildings, as I was saying, I visited a number of schools which are being increased in size and so on, and in none of them or in very few of them has there been any roofing. They have not been able to get hold of roofing, so they have had to put on tem-

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[Continued.]

porary roofing of grass, and so on; but I assume what you are getting at is that the impression that the ordinary man in the street would have is that private enterprise is going ahead and the Government is lagging behind.

3077. Yes?—And in itself that has a political significance—that Government are not going to try.

3078. I am wondering how far that does go here?—I do not think to any very great extent, but there may be a certain amount of feeling of that kind. There is, as I was saying earlier, a feeling amongst people that Government might get on a bit faster, but I do not want to emphasise that because the people who really give it careful thought do realise that we are moving as fast as we can in the circumstances, with the reservation I have mentioned as regards looser control. But, as regards your point, I would not say that it is very very strong here. There may be to some extent a feeling that private enterprise is ahead of Government. You get striking examples of it, of course, in a case like the plywood factory at Sapele, where they put up an enormous building and roofed it with corrugated iron and did the whole thing in an incredibly short time, infinitely shorter than Government could have done, and Government could not have obtained the corrugated iron—that is what we have been told, anyway. That is one particular case which I can give.

3079. If they see development going on through private enterprise, are they satisfied with that, even if they are dissatisfied with the progress of the Government?—Private enterprise—you mean U.A.C. and that kind of thing?

3080. Yes, that is what I mean?—You mean they think again that the U.A.C. is one up on the Government? Yes, I think it is particularly Lagos you have in mind, where there seems to be more going on by private enterprise than by Government?

3081. It only strikes me that the private companies—perhaps not only the one you mentioned but others as well—seem to have access to all kinds of material and even school equipment, too?—I am sure that is true of the United Africa Company, anyway. Our system of getting materials through the Crown Agents does not seem to be quite so successful and quick as the system employed by private enterprise. I was talking to someone who is very much in private enterprise and was out here a short time ago, and he said that of course it is quite obvious you can get things simply by knowing somebody and saying, "I want this". You bring in the personal element there, but in the cold machinery of the Crown Agents there

is none of that personal touch, and I think that is to some extent why private enterprise can get things more easily than we can.

Chairman.

3082. In answering Mr. Yates you made a distinction between what you called foreign private enterprise and ordinary private enterprise. You had in mind African private enterprise, I imagine?—Yes.

3083. Where does the African get his material from?—I do not think he does; if he does, it is with the greatest of difficulty, through paying a very high price for it in the black market. But the African who wants to build a house and so on finds very great difficulty in getting roofing material for it, I should say.

3084. Is there any Government agency to whom he can go, or must he go to the U.A.C.?—He must go to one of the firms, yes.

Mr. Edward Davies.

3085. Just to follow up this point but not to overlabour it, inasmuch as it has a bearing upon the rate of development of your own schemes as laid down in the estimates, it is important, and it might be pertinent to ask whether there is not some form of import control on the various things which are necessary for building—for example, shall we take steel as a case in point?—Yes.

3086. There would be no building licence system in this country in the sense that we know it at home, but on the other hand, there is an import control?—Yes.

3087. Which amounts to the same thing as far as steel is concerned?—Yes.

3088. Now, presumably those are concentrated at some point in the administration so that the balance could be held, if it were thought necessary, between the various interests—is not that so?—Yes, I see exactly what you mean. It is not a regionalised problem, as it were; it is a centralised one, and presumably the officers responsible for controlling it exercise some sort of discretion as regards its distribution.

3089. It is beyond your province, if I may say so, in both that and other cases, but it has a very direct bearing upon the progress of the schemes in your area, because obviously, if a commercial undertaking can get ahead with its schemes and Government is constantly lagging behind, there is going to be comparison, if not complaint?—Of course, however good your control of the actual distribution, you cannot escape the black market. Take bicycles. We had a control scheme for bicycles, generally through the District Officer. A firm would get in a couple of dozen Raleigh

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bicycles, and then the District Officer was responsible for giving people permits to buy them. The District Officer is an extremely busy man. Someone would come along and get a permit to buy a bicycle for this or that purpose. The District Officer would first of all satisfy himself that the demand was a reasonable one and that the bicycle was going to be used by the buyer for the purpose which he stated. The man buys the bicycle for about £11 and there is nothing to prevent his going round the corner and selling it for £19 or £21; and so your control, however carefully it is worked out, is always liable to collapse where you have such an extremely well organised and powerful black market.

3090. I can quite see your point; it is a very difficult problem?—And the more control and the tighter the control, the more people are employed on these things at the expense of doing other and more important things. We have a limit to the number of staff we have got, and we in the provinces complain bitterly that Lagos takes so many of our staff for this control and that control, leaving us with nobody behind to run the provinces. I have had a good many years in Lagos myself so I have seen both ends of it.

3091. I had in mind a place like the plywood factory at Sapele, which is a big scheme involving a lot of expenditure on materials which could not have been supplied primarily through the black market?—Yes, I follow.

3092. Then there was a brewery at Lagos, the building of which caused some comment. The point I had in mind was that people see these things materialising and they say, "Well, how is it we could not have the hospital when they are building a brewery?" Now, a further point is this: it must exercise the mind of the African very much when he knows that the world price of cocoa is £240 to £252 per ton in the United States and he is getting from £47 10s. od. to £62 10s. od.?—(Mr. Hatch.) Most of the cocoa is grade one now, and the average price of it has gone up to about £55. (Mr. Hoskyns-Abrahall.) Grade four is in the forties, but quite a negligible amount.

3093. Is it clearly explained to them from time to time? Are they asked, "Are you satisfied with our methods for getting across the story for which this money is intended?" Is that understood?—When you think of the size of this place and how the farmers are scattered about, to devise a means by which every farmer can be convinced that we are not playing fast and loose with his money is very difficult—to be certain you have got it across to everybody. All we can say is that we have done our best, through the Public Relations Officer, through the newspapers, through letters from Africans on the

Board, through the Agricultural Departments and through Administrative Officers, to impress on the people exactly what the position is. To be able to say that everybody is convinced and everybody is happy is more than one can expect, I am afraid.

3094. What do you say the aim of the reservation is on this account?—It is a stabilisation fund, but the details could be explained to you by the Director of Agriculture. The whole scheme of the thing is to stabilise the post-war price of cocoa. What happened after the last war was that it went up to something very high and then a slump came along and the bottom dropped out of the market, and all these chaps were ruined, they neglected their farms and many of them never picked up again. The whole idea of this is that if the world price drops too low then it can be bolstered up to a reasonable economic price to the farmer to cover that bad period, until perhaps the world price goes up to a reasonable figure again. That is the whole object of the scheme, which is perfectly well understood by people who have seen these world slumps and so on, but is not understood and will never be understood by a farmer who wants to get a lot of money this year and does not care what happens next; but there are fewer and fewer people like that. I think the average farmer is perfectly prepared to be convinced that this is a good scheme.

3094A. Is not the problem, in a few words, that while you have a rigid control which is for the benefit of the Africans, we think, on the produce of exports, on the other hand he sees that there is very little if any effective control upon the things he requires such as textiles, etc. For example, a man could buy a thing for a shilling or less than that before the war and he has now to pay 4s. or 4s. 6d. You are controlling him rigidly on the goods he produces but there is virtually no control on the goods he consumes?—It is a grouse which has been put forward a good deal, and that, of course, is an attack—sometimes a very unfair one—on the importing firms: that they can ask any absurd price for the goods they bring in while, as you say, there is a tight control on the price which is paid to the producer.

3094B. We are most anxious, as the Chairman said, that the Africans should understand what the idea of the Development Plan is, and the point has been made to us that the Africans insufficiently participate in either the framing of the Plan or the general discussion of the Plan or anything else. Have you met any such complaints?—That complaint has been made. In the original set-up of Development Boards we had strong African representation on Provincial Development Boards, that is to say, the six Provincial

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Development Boards in this group of provinces, but no African representation on the Regional Board, which is the Board which sits here for the whole of the Western Provinces. The reason for that is this: it was felt in those days, when we were framing estimates for development for the whole of the Western Provinces, that if we had African representation—we will say one from Benin and one from some other place—it would merely deteriorate into a dog-fight as to what the Benin chap could do for Benin; and we had a body of people who were not interested in fighting for any particular place but were prepared to see the picture as a complete one for the whole of the Western Provinces. Personally, looking back, I think that we were wrong in that, and that has been altered: we now have got African representation on our Regional Board, and I think there is African representation on the Nigerian Board.

3095. Is that nominated?—They were chosen by the House of Assembly, not nominated. We have two African members, both from the House of Assembly.

3096. Do you think any consultative committee on top would be of any use to you?—Could you enlarge on that?

3097. We have the idea that the trade unions are not consulted and some other interests are not consulted. Obviously everyone in his functional capacity cannot have representation on a small council, but it might be possible now to bring these several interests together and talk things over in an informal way and to listen to their views?—My answer to that is that the more you can bring the African into the picture and the more you can keep him in touch with what is going on the better, and that I am all in favour of anything we do to keep the Africans interested and to make them feel that they really are part and parcel of the development scheme. One does not want to have anything which is a sham and does not mean anything, but anything of that kind which will make the African feel he is in the picture would be good, and I am very strongly in favour of it.

Sir Peter Macdonald.

3098. I have one or two questions to put on cocoa and cattle and poultry development. Perhaps you would rather I left them for the Agricultural Officer?—It rather depends on how detailed they are.

3099. You have gone in for cattle and poultry research in one place only?—We have it at Oyo; some of you may be going to see it. This is the middle belt, and, as far as cattle are concerned, they are trying to develop a breed of cattle which will not go down with tse-tse but can be used for mixed farming; and they are also

dealing with soil degradation and the importance of manuring the farms.

3100. I see you started with shorthorn cattle. Did you have any success with them?—Yes, the ones from French Guinea, and they are getting on reasonably well; I had a look at them the other day. They have had one or two deaths, but on the whole, except for this contagious abortion, which has troubled them a great deal, they are fairly satisfied now, I think, but it is a question that the Director of Agriculture can answer very much better than I can.

3101. I should like to have some more details as to how the cocoa stabilisation plan is going to operate in the provinces. Can you deal with that, or would you rather I left it for the Director of Agriculture?—All I can say at the moment is that while this stabilisation fund is being completed up to the figure required, the question of how money made available for the improvement of cocoa and the cocoa farmers' position can be spent is under active consideration. There is no final decision on these matters, such as, for instance, whether scholarships should go to some farmers' sons. All sorts of ideas have been put forward but no decision has yet been arrived at as to exactly what should be done; and that is a matter, of course, in which the African should have a considerable say.

3102. But a great deal of research has already taken place through various sources and a great deal of money spent out of this fund on research?—Yes.

3103. Has that information been made available to your D.Os. and A.D.Os.?—Yes, though perhaps what is being done is not so widely known as it should be, and the African is inclined at the moment to say, "What is all this money that is being poured down the drain here?" They are apt to answer that question by saying, "We suspect it is being spent on high salaries of Europeans living in extremely comfortable houses," which I am sure is entirely untrue. But, from that point of view, the more we can put it across to the African the better.

3104. And the Board make up their mind how they are going to spend it?—Yes, and publish everything. It is one of the things on which I personally feel strongest: the importance, particularly when you are dealing with the Yoruba, of taking him into your confidence to the maximum extent. During the war it was difficult; so many things that normally could be published, and so on, could not be published; but we have rather inclined, I think, to carry on that mentality into the post-war period, and I am extremely in favour of telling the African the maximum possible about everything, and the Yoruba particularly, because they have

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complained to me themselves, "Why on earth did not Government consult us before deciding this matter?" If one said to them beforehand, "Look here, we think this is not a bad idea, what do you think about it," and they were able to join our committees and give their views, they would come to the same conclusion as ourselves, and then everybody would be happy; but, as things are, they say, "You have agreed on this scheme without consulting us, and we do not like it". It is important, therefore, that we should do that.

3105. With regard to the expenditure of money on development schemes, have you no control over finance yourself? I thought the Chairman says there was a float from which you could sanction expenditure, so that, for example, if your D.Os. or A.D.Os. out in the provinces see a scheme which has already been approved by the Development Board just waiting to be put into operation and it requires a certain amount of money to be spent on it, have you no authority to sanction that yourself?—(Mr. Hatch.) Authority to incur expenditure is issued by the Development Secretary to heads of departments.

3106. Up to a certain limit?—Up to what is in the estimates. Heads of departments then divide it up amongst the Regional Deputy Heads of Regional Departments and then they issue it to the man in the field.

3107. There need not be any marked delay in getting on with the scheme if you have an enterprising D.O. or A.D.O. in the country?—It has got to be in the estimates, and the difficulty is that estimates are prepared in the July previous to the next April, and it is not always possible to get the detail through.

Chairman.

3108. But that is not quite an answer to the question. The point is that if discretion was given to spend so much without a detailed estimate but to account for it afterwards, it might help to speed things up. Have you that power?—No.

Sir Peter Macdonald.

3109. That is the point?—(Mr. Hoskyns-Abraham.) It is very much connected with what I was saying at the beginning. It is very much centralised at present. I imagine you have in mind that I should be given a certain sum of money for which I would be responsible for distribution in the Western Provinces.

3110. One can make the comparison with a commander in the field or an A.O.C. in the Air Force. He had to have authority for a commanding officer up to a certain rank to spend so much, and in that way we were able to get things done quickly

which otherwise would have taken months to sanction. You have not got that here?—No, that is what I had in mind at the beginning, when I was saying a little loosening would get things done.

Mr. Parkin.

3111. You have given us your views on the importance of taking the African authorities into the fullest confidence, and you have already gathered that the Sub-Committee is anxious to find out what parts of the Development Plan can be got on with by using local supplies, with the least possible demand for scarce materials from Great Britain. I would like, if I may, to examine with you a little more closely the implications of that as regards chain of command. You have indicated to us that it would be a very good thing if a District Officer could be allowed to get ahead with a scheme. You have also indicated that your administrative officers are already overworked and that possibly D.O.'s should be called in, but they are not very numerous, are they, except on paper?—No.

3112. What we would like to know, I think, is what schemes can be handed over to N.A.'s?—You mean under guidance by administrative officers, not entirely on their own?

3113. Yes, so as to combine the responsibility of carrying things out with the power to express an opinion on them. You want to knit up democratic rights and responsibilities as far as possible?—The two things which strike the eye immediately on that are these. One I mentioned earlier was rural water supplies, which would fulfil a very great need in many of these villages. The other is feeder roads in areas where it is not necessary to put up a large number of bridges. There are a number of roads which could be built with very little material other than that available on the spot. Those are two things which strike one as being quite capable of improvement.

3114. We are to understand that the district officer can get ample supplies of cement?—So I am told.

3115. So you suggest that there should be a power in district officers to get ahead with schemes locally which use cement?—Yes.

3115A. Supposing you get a stream which runs wet in the wet season and dry in the dry season, and during the wet season the people get the water from this stream in their backyard, and in the dry season they either have to dig holes in this thing and scoop the water out or they have to go two or three miles to another water supply: you could help matters in many places by putting a cement dam across that stream and you might be able to conserve enough water to carry them through the dry season to the next wet season?—That is the sort of thing I have in mind.

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3116. You have already criticised or implied a criticism of the system of having to report back and check up?—Yes.

3117. What is going to happen with the Director of Medical Services or the Director of Marine with a scheme of this sort? Is he going to fall down on you and say—No. I should take the regional deputies into my confidence and persuade them that this was the better of two evils.

3118. You think the machinery of direct personal consultation would be quite sufficient?—Oh, yes. The regional deputies are extremely co-operative, and no one would dream of putting difficulties in the way for the sake of some theoretical argument. It is a matter of round-table discussion.

3119. You think you could get the local community themselves to take part in the construction of the feeder roads?—They have done a great deal themselves, yes.

3120. How are those paid for?—In the case of some of them they actually turn out and do the work themselves without payment. In other cases the people get up a fund amongst themselves and pay for the labour, but there is no compulsion about it. That is particularly the case in regard to what we call the "cocoa roads," where you have got cocoa farmers and they want to get some sort of track out there so that they can get a lorry out to collect their cocoa and bring it in.

3120A. Under the Estimate we are examining, the full cost of trunk roads is borne by C.D. & W. Funds and half the cost of feeder roads?—Yes.

3121. You would recommend that the D.O. should have at his disposal certain funds to stimulate the villages after connecting up the feeder roads?—Yes.

3122. Who would pay it out? I do not understand the village organisation, I am afraid?—Well, you have in villages, the village head and village councils, who are represented on the native authority, and the organisation exists for making these payments.

3123. It is more particularly the administrative officer's job to know all about village customs and traditions?—Yes.

3124. So he would be the best person, in your view, to get the active co-operation of Africans at all levels?—Yes.

3125. As regards finance, the policy is very much to put more and more financial responsibility on to the native authorities and less and less direct responsibility on to the D.O's. Could you tell us how far this ties in with the activities of the Nigerian local development boards; or how well it would tie in if you got the sort of scheme which you outlined to us? Would

that leave them high and dry or would it fit in with them?—I think it would fit in with them. I cannot see why it should not. Have you anything in mind which makes you think that it would not?

3126. This is set out in principle under the provision for the local development schemes, is it not? They are all sub-headings of the main plan here—schemes for public works, public utilities, town, urban and village planning, crafts, industries?—We have not seen a great deal of that. It has not really got going, at least not to any great extent in the Western Provinces. I do not know whether you have discussed it at all in Lagos, but I think they are still in rather the early stages of these grants.

3127. But the ordinance is passed and the framework agreed on and the total amount of money that they are to distribute is voted?—Yes.

3128. Do you feel that this Nigerian Local Development Board will be adequate, or are you suggesting that it ought to be tied in more closely with the work of the district officers?—I do not like to say they would prove inadequate, because I do not know enough of what they are going to get on with; but it is a centralised show; that is to say that it operates from Lagos; and my point in talking about roads and so on is due to the importance of getting moving quickly. I should think that we could all absorb our activities into the Board's activities, but without interfering with the actual practical work which is being done by the native authorities and under the general supervision of the District Officer.

3129. I have just one question on principle, which I think is rather important. Do you envisage the D.O. given power and money to get ahead, for example, with a local water-supply scheme: would you envisage that he would be an executive officer, or would you envisage that it would be his job to stimulate the local villages to take over the whole thing themselves?—Supposing there is a certain village and it appears that there is a reasonable chance of getting some sort of water supply on the lines I have suggested, and it is thought that it will cost £200. I would envisage that that £200 would be paid into a suspense account of the native authority and would be controlled in the ordinary way in which native authority finances are controlled, that is, of course, with adequate safeguards and so on. The D.O. is responsible for keeping an eye on the accounts. I am not suggesting that the administrative officer himself should be made personally responsible for the payment of these moneys because he simply would not have the time to do it; but the existing organisation could cope with it.

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3130. You do not know how far that would vary from what it is proposed that the local Nigerian Development Board would do?—They would have to do much the same. Of course they could pay it into the Government local treasury and then it could be controlled through the Accountant-General's Department; but that is not at all satisfactory to my mind. Where the native administration is responsible for carrying out the work it should have control over the funds.

3131. Would it be possible to ask Mr. Pleass to give us some information about this? He would know?—Yes.

3132. Would the local Nigerian Development Board expect to finance these local schemes?—(Mr. Pleass.) The Nigerian Local Development Board is established by ordinance and is only allowed to make grants and loans to certain bodies specified in the ordinance for specified purposes. It can make loans or grants to local authorities; planning authorities, co-operative societies and companies registered in Nigeria, or persons working in partnership in Nigeria for the following purposes:—planning schemes, public utilities, and the development of any of the products of Nigeria. Those are the main purposes for which it may give loans. In the Western Provinces loans have been made: there was a meeting on the 30th March in regard to Warri township and Sapele township.

3133. Under its terms of reference it is possible for the Local Development Board to make a grant to a village as a native authority for concrete for the banks of a stream, or to make a well, which is a public utility scheme?—Yes. It can make a loan or a grant. It would not make a grant in that case because the grant would come from the rural water supply.

3134. I am anxious that there should not be two parallel chains of supply—They are not really parallel because the Nigerian Local Development Board is not intended to make loans or grants for purposes for which there is a specific scheme under the Plan. In the case of rural water supplies there is a specific scheme under the Plan; we should not make loans for that purpose normally.

Mr. H. D. Hughes.

3135. I see in the Estimates that for 1947-48 there were sums of just over £40,000 under Head 50 and about £289,000 under Head 51 for Development and Welfare. Is it possible to say what proportion of money it has been possible to spend? The Summary is on page W.33—(Mr. Hatch): We have no means of saying how much was spent in the last financial year, because it only ended last week. We do not get returns here for any ex-

penditure of the Heads of Departments; it goes direct to Lagos in the case of public utilities, for instance.

3136. What I was really trying to get at was how far the shortage of material and manpower had held up expenditure of these sums?—(Mr. Hoskyns-Abraham): We have gone to bed with the whole lot of the money. The answer is that it is perfectly true that a hospital which was originally down to be put up in 1947-48 has not been built, nor has the foundation stone been laid, and it may be 1951, 1952 or 1953 before it can be done, depending on the possibilities of getting staff there mainly. Again, I dare say that the D.M.S. has spoken to you a great deal on that subject. In that case it is not only shortage of materials; it is also the fact that it is not the slightest use building a hospital unless you have adequate staff to put in it.

3137. Taking your Development Scheme as a whole, over a period of years you are going to require a considerable number of trained or semi-trained Africans—medical assistants, dispensers, building works foremen, and so on. Is there in the Western Provinces any kind of budget of the numbers of each type of skilled or semi-skilled labour that is going to be required; and is there any training scheme to produce those people?—You are thinking of people rather more of the artisan type, rather than the people who would be suitable for senior service appointments.

3138. Yes, I am thinking of the artisan type on the one side and the kind of junior public health officers on the other side—social workers, not university-trained people, but dispensers and so on.—As regards social services, we have got a number of people. We are having an ever-increasing number of Government scholarships, in order that Africans can complete their education, not necessarily a graduate course, but for various purposes of that kind.

3139. I am thinking rather of the lower levels.—Yes. There are, of course, training schemes, and in order to get the details I think it would be better, when you see the regional deputies, to ask them questions about it to see exactly what they are doing. Otherwise I may give you some inaccurate information. It is a matter which is realised—the need for trained artisans—and the regional deputies are the people who will tell you exactly what they are doing and to what extent they feel that the needs of the future, which are greater than the needs of today, are being anticipated and realised.

3140. What I am leading up to is this: I was very impressed by what you said about the need for amateur methods, or improvised methods anyway.—Yes.

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3141. What impresses me is this. If you cannot get your trained specialists for hospitals and so on from England, it seems to me that what has got to be done is to get a very large number of health centres, perhaps built with local materials, and staffed by African public health workers who are not trained to that standard at all; and I was wondering how far the plan is being reviewed in the light of what can be done with local materials and local manpower?—Take the medical side, for instance: we have dotted all over the Western Provinces and all over Nigeria dispensaries which are run by dispensary assistants, who are not very highly skilled people. Those dispensaries are (according to one way of thinking) either serving a very small purpose or are entirely useless, or are less than useless, unless they receive adequate supervision from a medical officer. A great many do not. I have inspected a large number of these dispensaries. There you are confronted with the question: whether it is better to do a thing badly or not at all. Medical opinion is that it is really better not to do it at all. In any village you like to go to the one thing they say is: "Let us have a dispensary." You put up a dispensary which is not adequately inspected, and you go and inspect it one year later, and you will find an average attendance of perhaps one a day there. In other words, their real reason for wanting this dispensary put up was for reasons of civic pride. That is a criticism of "amateur" effort, as it were. The general feeling is that you have got to build up a sort of "medical consciousness" amongst the people, and very often it is extremely unsuccessful unless you have a qualified medical officer who is constantly in that area who can attend people himself. If you leave it to the dispensary assistants you do not get very much further.

3142. How far is it possible for the administrative officers themselves to carry the burden of these sort of development schemes we have been talking about this morning? There seem to be two things: (1) that the Administrative Officer has got to be the "king pin" and do most of the work himself; or (2) that what you need are a lot of Development Officers and Mass-Education Officers who, not having the burden of urgent duties, can carry out this work?—Yes.

3143. What is your opinion on that?—I think my answer to that is that what we are endeavouring to do here is to get people out of the idea that everyone lives in his own separate compartment. Whether a job is done by the administrative officer or by a development officer must depend on the circumstances. You have a province with a Resident in charge, a certain number of D.O.'s, some assistant D.O.'s, and some agricultural officials, forestry officials and so on, and they are all working completely as one team, and where it comes to one of

these development schemes when there is probably a place for more than one person in helping to get the thing started, I do not like the idea of too much division and everybody just doing his own particular job with no interest in the other jobs which are going on.

3144. If I might just pin it down a little more: supposing you were offered the choice of three more A.D.O.'s, or 3 more Mass Education Officers, or 3 Development Officers, which do you consider is the greatest need, from the point of view of the development and welfare schemes?—I should say 3 A.D.O.'s, because A.D.O.'s can make quite good Mass-Education Officers. They are chaps who have to be prepared to turn their hands to any job that comes along. The Mass-Education Officer is more of a specialist; take him away from that work and he is probably lost. The great thing about the administrative officer is that he has got to be prepared to turn his hand to whatever it is necessary to do. If you ask the Deputy Director of Education here, he will say that administrative officers are extremely good education officers as well. They are of tremendous assistance in putting education across in the Western Provinces. So it is one of the questions which is a little difficult to answer. I would say administrative officers because their training is more likely to enable them to pull their weight in all sorts of different activities.

3145. When you started off by giving us your estimate of local opinion of what priorities were required, I noticed the things which came first were health, water supply, electric light, roads and so on.—Yes,—and education.

3146. One gap that struck me was that there was no apparent demand for improved methods of agriculture or for secondary industries of any kind. I wonder if that is your considered opinion?—Improved methods of agriculture, of course, are exceedingly important, but their importance, I am afraid, is not understood by the majority of the farmers. The system of farming here, generally speaking, is shifting cultivation, which, of course, in places where the population is increasing and the soil is deteriorating, is becoming more and more a dangerous method of agriculture. We realise the extreme importance of improving agricultural methods. In parts of Benin, which is an acid sandy soil, which deteriorates quickly, the people have appreciated it there. But in this province I should say that the farmer does not appreciate the danger to anything like the extent to which we do. It is an extremely pressing need, this improvement in agricultural methods, particularly in Benin, and infinitely more in the Eastern Provinces where no doubt the matter will be discussed with you.

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[Continued.]

3147. The emphasis of the Development Plan in this area is primarily on social services rather than economic development?—Yes, I should say so on the whole.

Wing Commander *Hulbert*.

3148. You are naturally aware of the feeling of frustration amongst the Africans at the slow progress of the development scheme. In your opinion, in an endeavour to appease them, would it be more desirable, when a start can be made on the things, to put more emphasis on economic or on social development?—From the type of discussion I have had with the Native Authorities, I should say in the Western Provinces on the social rather than the economic—that is the impression one gets. In fact, I presume that social and economic should go along side by side, as it were, but if I must express an opinion as to which I think would go down best with the African with whom I am in contact, I should say the social.

3149. What steps do you take, as Chief Commissioner of this Province, to explain to the African population the reasons for the delay?—Well, as I was saying at the beginning, I spend about a fortnight of each month on tour, and during that fortnight I will visit one province or half a province and I see all the native authorities and their councils during that time, and we discuss these questions at length. They are the native authorities and it is their business to pass on this to the people. In addition to that, at all the larger places I stay at I have an informal meeting with the younger people—what are called the intelligentsia—at which I encourage them to ask questions about Government policy—anything they do not understand, anything they have been reading in the papers which appears rather queer to them, and so on; and I also encourage all administrative officers and departmental officers when on tour to get as full and close contact with not only the authorities but with the people generally as is possible. That is the policy which I have laid down and which I think is being carried out. There are these discussions weekly or monthly, or whatever it may be, with the young men, mostly schoolmasters and clerks and so on; they do get the most astounding ideas into their heads as to what Government is doing, and why it is doing it, and why it is not doing other things; so that we are very much alive to the importance of putting stuff across to the people, and I think on the whole we are to some extent successful. But, of course, in a place this size and with a population as big as this, one can only really touch the fringe, but if it is the fringe which is either politically or executive the important fringe, then I feel that a reasonable amount of good has been done.

3150. Do you use the press or the wireless to inform them? Is there any broadcasting here?—In Ibadan we have a broadcasting station from which I have broadcast on various occasions, not to a very great extent myself, but that of course only reaches the ears of the people in Ibadan themselves, and those people who have boxes to listen in with. I do not know what the actual number is but it is not very large, of course; and there is another broadcasting station at Abeokuta. Then, as regards the press, I have had for a matter of a year now a Regional Public Relations Officer who is in close touch with me and does a lot of travelling himself and carries out the same sort of thing. At meetings with native authorities I generally have some special things which I particularly want to talk to them about, such as the political development, the Houses of Assembly, the new constitution, agricultural bill—anything which is hot news in the press—and when I have come back I have had them knocked into shape and printed by the Public Relations Officer here and distributed.

3151. Is this Public Relations Officer under your person control?—Yes.

3152. He is not responsible to the Public Relations Officer in Lagos?—He is primarily responsible to me, but, of course, he is a member of the Department, and his head of Department is, of course, the P.R.O. in Lagos; but he has a completely free hand here and there has never been any difficulty or misunderstanding.

3153. That applies in general to the other Regional Directors?—Well, there are not any. The Eastern Provinces are hoping to have one next year, and the Northern Provinces have just started: they have just appointed a man who I think is down in Lagos at the moment; but I was particularly keen on this idea and so I persuaded Lord Milverton some little time ago to let me start up a regional one here. It was supposed to be a centralised department and not a regionalised one. Fortunately I knew a man who was extremely keen on this job and he is a regular soldier and was just leaving the army, so I snapped him up.

3153A. My actual question was this: the same divided responsibility—if that is not too strong a term—applies to the Regional Deputy Directors of the other services, medicine and so on, and generally that works satisfactorily?—Very satisfactorily indeed.

3154. In your earlier remarks you referred to the D.O.s having what is described as a float. What sum of money would you envisage that they might have under their control for spending?—What I feel is that the first thing is to find a suitable object for spending money on—to get some idea of what it will cost and then decide what

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it is proposed to do with the money before handing any money over.

3155. What type of thing do you mean?—Rural water supplies, and so on.

3156. I wondered if you had in your mind figures of hundreds or thousands?—That again would rather depend, would it not, on the particular type of thing?

3157. If that system was in being do you think it would help a lot with the African population?—Yes.

3158. Seeing small things actually being accomplished?—Yes, and not only seeing them but doing them themselves with money supplied from the Development Plan.

3159. You have confirmed what we have heard in Lagos, that the commercial concerns are on the whole more successful in obtaining goods quickly than the Crown Agents. In your experience does that also apply to personnel? We are always hearing that Government is short of engineers and statisticians and so forth. To your knowledge, do the commercial concerns get those people? Do you have complaints from them that they are short of staff?—As for engineers, I would rather not answer that question, because I really do not know. If they find it more easy to get engineers I would not like to express an opinion as to the reason for it, but it may be because they offer them better salaries and so on. I think that would be the answer, but I really do not know.

Chairman.

3160. Now, Chief Commissioner, we have come to the end of the questions, and I am going to ask you if you would be so good as to let us have a paper, because it is unfair to shoot these questions at you and expect a considered reply to them; but you have now, I think, got the general view of members of the Sub-Committee, and there are one or two points arising out of the visit on which we should like to have the benefit of your advice in the form of a paper. The first thing we would like to get on the record is this: Are we right in assuming that conditions in Lagos and the Colony are totally different from conditions in the Western Provinces?—Conditions in Lagos are totally different. Conditions in the Colony are not so different, but they are different. They are British-protected persons outside the Colony and British subjects inside it. But, as regards the administration outside Lagos, the native authorities are in many ways similar to those in the Western Provinces, but they are a good deal more politically minded and more susceptible.

3161. I do not want to burden you with the task of giving answers now; I only wanted you to emphasise the point when you come to your paper?—Yes.

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3162. The second point is to bring out your idea of greater decentralisation?—Yes, as regards development.

3163. If you could emphasise that and go into some detail on it it would help us, because if the conditions for the Northern and the Western and the Eastern Provinces and for Lagos are different, then we must ask as a Sub-Committee that in dealing with them the treatment should also be different, as there is no sealed pattern for the lot. Is that right?—Yes.

3164. The next point is the position of the local chiefs or potentates. You have the Ibe and various others in your area. I take it it is your wish that they should play a part in all these development schemes?—Very much so.

3165. So far we have not had that mentioned in the evidence, but you could no doubt bring that out. The other point on which I think we want information is this. I think it was Mr. Parkin who suggested that it would help us to know what sort of secondary industries might be established under Africans?—Quite.

3166. Could you give us some information, too, about the shortage of consumer goods, the price that the wretched inhabitant has to pay through the working of the black market and controls and so on?—Certainly.

3167. We have heard about the Nigerian Local Development Board, which is a centralised organisation for Nigeria, very largely. You might emphasise in your paper whether you think it might be broken down into regional boards?—I probably gave the impression that it is more centralised than it actually is.

3168. It is quite obvious that you want to loosen out, is it not? We are going to hear the evidence of the agricultural people, but, on a matter of policy, to help the farmers, you said, I think, in your evidence that the farmers were a bit discouraged because they were not getting the prices they anticipated and that they have therefore not got the capital. It is your province, I imagine, to suggest whether anything can be done by way of land banks or something of that sort which is not pure agriculture but a means whereby the agriculturalist can have the prospect of improving his type of agriculture?—Yes, all mixed up with loans which they get from middle men and so on.

3169. We do not want a very long paper but we should like to have the very simple fundamentals of the matter, and if you could let us have that before we leave it would be of great assistance to us. We are very greatly obliged to you for your assistance, and I am sure we all want to thank you very much?—I should have said, when I started, that I would like to

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welcome you all very much to the Western Provinces, and that from our point of view I am convinced that a great deal of help and assistance will come to us from your investigations in the Western Pro-

vinces. We are all extremely pleased to see you here.

3170. You have given us a great welcome and wonderful hospitality?—Thank you.

The witnesses withdrew.

Mr. A. G. BEATTIE, Director of Agriculture, called in and examined:

Chairman.

3171. Mr. Beattie, for the purpose of the record would you be good enough to tell us your official position?—I am Director of Agriculture for the whole of Nigeria, and my duties are to advise the Government on the agricultural policy generally.

3172. We are going to see your establishment, are not we?—That is right, Sir; tomorrow, I think.

3173. Will you, in your own words, sketch to the Sub-Committee the points you think we ought to have as a background?—I have brought along a lot of literature and I do not expect you to look at it now but you will have it for reference in case there is any point on which you require more complete detail. The general policy of the Department has been published in a small paper, which has been accepted by Government and published in 1946, the implementation of which generally, as with the implementation of schemes for development in other spheres, has been inhibited tremendously by the lack of staff and materials.*

3174. We are chiefly concerned with the estimates—you realise that—and not so much with policy, so could you confine your comments to the various schemes of development on which the money of the British taxpayer is to be spent and is being spent?—Do you wish me to give in some detail the kind of schemes that we have in mind?

3175. Not in too much detail; just in general terms?—In very general terms, Sir, the policy cannot be implemented unless we can provide schemes in every province in order to cover the field as fully as possible, but that has not been possible in the period between the two wars, and, of course, we look forward hopefully, when funds are available, to having the staff to implement the programme. The detail is varied and covers an extremely wide range. In each of the regional areas we aim to have a central experimental station at which some fundamental research is carried out; that is, that there should be a staff of research officers at the general research headquarters of each region, and that in each province there should be in addition an experimental farm which is in a position to put into practice the find-

*See Appendix 16 to Report.

ings which are most applicable to the area in which we are working, because the areas vary so widely, from very sandy and dry areas in the north to the very heavy rainfall areas of the Cameroons on part of the coastal belt, so that the needs are very widely divergent; and our aim in framing this Development Plan has been in some measure—entirely, in fact—to be able to work in areas where we can anticipate results; because we feel that, in order that the money should be well spent, it is essential that we must try to get quick results. One of the principal aims, if and when we get the necessary staff, is to be able to train more and more African staff, because without highly trained African staff we simply cannot anticipate the progress that we should have.

3176. Can you say what is your shortage of European technical staff?—Yes, at a glance I think I can say that the technical staff, Agricultural Officer and Senior Agricultural Officer grades, at present comprise 41 Officers against a financial provision for 59; that is, we are short, on present estimates of 18 Agricultural Officers. I might add that with 41 Agricultural Officers the effective strength is not more than about 30 to 32, considering the wastage which takes place through invaliding and the fact that about a third of the staff is on leave at any one given time; so that in actual practice we have probably about 30 Officers to cover 22 provinces, many of these provinces comprising populations of a million; so that, you see, one Agricultural Officer can only do a very limited amount of work with such a vast population.

3177. Are you including Veterinary Officers in that?—No, it is entirely exclusive of them.

3178. Are the Veterinary Officers under you?—No, they are under the Director of Veterinary Services.

3179. Do they work in close contact with you?—Not under me but in very close contact. We are very much dependent on the work of the veterinary staff in this country, because we cannot get ahead with breeding programmes unless we have protection against disease.

3180. Are they short of staff?—Extremely short.

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[Continued.]

3181. Worse than you?—I believe so, in proportion to their establishment.

3182. I am sorry to have interrupted you, but I wanted to get that on the record?—Then in my Department I am responsible for a section known as the Produce Inspection Service. This is deplorably staffed in relation to its needs. I have permission from Government for provision of 25 posts of which only 15 are filled at the present time. It is a service which needs very close European supervision if it is to be effective at all, because it is so subject to abuse by partially trained subordinate staff in the way of fraud and acceptance of bribes and that kind of thing, unless there is fairly close supervision. As you can well imagine, that kind of thing, of course, leads to adulteration of produce, so that we have the continual round of difficulty, and I would stress the necessity for a real measure of effort to get staff for this section. I have repeatedly called the Government's attention to it, and there is no doubt that these representations have been passed on to the Colonial Office, but so far without effect. There has not been a single Produce Officer recruited to the Department for over 12 months. This, I think, is attributable to their terms of service in some measure, and recommendations have been put forward by me to improve their conditions of service and salaries, but, as I say, the service still lacks staff. We pin a great deal of faith, as I said, on the importance and the necessity for the training of African staff and particularly to the training of the farmer's son. To get at the real background of the farmer's needs, the closer we get to him the better, and we feel that this can be accomplished in large measure by the use of farm schools. We have established one with considerable success in this province, and one in the Northern Provinces with less marked success, but these have been in the nature of an experiment and, so far as certainly the work in this province has been concerned, it has been a marked success. There again, we have plans to establish a good many more of these schools but have not got the staff to man the establishments. We have succeeded, through the medium of the Development Plan, in establishing a very large agricultural school in the Northern Provinces, and in making some additions to the one here, which you may be seeing tomorrow. These are basic establishments, essential to the whole programme, and they will in time, of course, provide a feed to the university of the better qualified students who can be selected to go on to university. We have plans for the testing of machinery, of modern equipment. We have had no success so far in getting the equipment to this country, although we have put in indents which have been probably hanging fire for a couple of years for tractors and tractor equipment.

3183. Through the Crown Agents?—Yes; and it is most unsatisfactory because, whether it is the smallness of the order which does not appeal I cannot say, but certainly it has been without effect, and I made representation to Government early this year asking if I could be granted permission to place an order direct with the firm. That was in January. I was informed in February that a tractor was already "on the water" as a result of the efforts of this firm, but it is an example of the kind of thing we experience with Crown Agents indents. With all due respect to Government's efforts, they seem to be ineffective. But we have a considerably larger programme now. I have been authorised to obtain modern equipment for experimental work in all three regions and, with the authority to place the order direct with the commercial firm, I hope we shall be able to speed things up. My Department is also responsible for cocoa research and research on all the principal annual and perennial crops in this country, the most important at the present time being cocoa in the Western Provinces and oil palms in both the West and the East, but of greater importance in the East. We have an oil palm research station which enjoys a grant from the Colonial Development Funds of £152,000, I think, which I regard as the backbone of the industry and the development of this research station. Its development has been deplorably held up because of lack of buildings, lack of equipment, but particularly lack of buildings and staff. The £152,000 granted is the result of representations and we asked for a grant to cover a three year period. I think I am right in saying that the programme is at least a year behind schedule, entirely due to the inability of the Public Works Department to provide the necessary buildings hitherto. The Development Secretary has recently made representations which I hope will speed this work up, but I have said candidly to the Chief Secretary that I feel it is so fundamental that it should be given an absolute maximum priority, because so much of the economy of the Eastern Provinces in particular hinges on our being able to work out a satisfactory, acceptable system of agriculture in which the oil palm is incorporated. We are endeavouring to do that with a wide field of experiment at the research station, including the use of fertilisers, the investigation of all the palm-oil diseases, and in particular endeavouring to work out, as I say, a system which will be acceptable to the people. In that connection, and if it would interest members of the Sub-Committee, I have a few notes which would probably answer a lot of potential questions, which I will leave with you, Sir.

3184. I am much obliged to you?—The Department is also responsible for the local investigation into cocoa diseases, for controlling the outbreak of swollen shoot

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[Continued.]

disease, which is not so serious in this country as it is in the Gold Coast; though it is sufficiently serious to warrant very close attention. In that connection we have established a cocoa-survey section, whose duty it is to examine every cocoa farm and have it mapped. This is a vast job, as the country has such a large number of scattered small cocoa farms. But the economic return is so great and the importance of it as being the only real source of revenue in this part of the country, will be apparent to all. We have made very satisfactory progress with this, more satisfactory than in some other fields of our endeavours, but in connection with the control of disease we have experienced some setbacks. The administration has been very helpful in endeavouring to popularise the measures we have advocated, but from time to time there is a certain amount of unrest as a result of it. Representations have been made to provide something to assist in the rehabilitation of cocoa farms which have been wiped out, or the trees of which will have to be destroyed. To give a general picture of the extent of the disease in this country, perhaps I could say that we estimate there must be about 450,000 acres of cocoa in Nigeria. Of this amount, I think the total amount of diseased cocoa which we anticipate having to cut out will not be more than 1,500 acres. So the disease, as we see it, is in its infancy; but we regard it as very important that our measures should be carried out so that it does not get a stronger foothold. You will appreciate that cocoa research for the whole of West Africa is centred in Tafo in the Gold Coast, and the efforts of my officers here are supplementary in a large measure, but we do maintain our own staff, a very limited staff, a botanical staff to carry out a certain amount of investigation work, particularly in regard to planting methods and nursery work and the propagation of seedlings. Our botanical staff has been fortunate in selecting from trees planted as far back as 1912 one or two high-yielding strains which we feel justified in thinking will step-up production tremendously, one tree having given evidence of being able to transmit to its own progeny the quality of a larger bean and a higher yield to such an extent that we might with reason anticipate something in the nature of a 10 per cent. increase in crop, if we can get the progeny widely planted. It is our aim, and we are already carrying out in a small way a campaign of replanting these devastated areas, small as they are, with improved planting material.

3185. May I interrupt you? You have been discussing cocoa?—Yes, sir.

3186. And you also told us about the palm-oil. Can you say something about this mixed farming which we have been told you are in favour of in order to im-

prove the economic position of the country, to make it more and more self-supporting? Is not that what you attach great importance to?—Yes.

3187. At the same time perhaps you would be able to tell us this. I take it that this machinery, if and when it arrives, besides the experimental farms, will be for the plantations, for the big schemes for growing groundnuts and so on; but you are not anticipating that the peasant proprietor will use much machinery, are you?—We are hoping to be able to convince him in due course of the value of co-operative effort in the use of these machines. We have not as yet been able to get any new tractors from home, but we have bought one or two old ones used during the war, and we have recently used one in the rice areas in Sokoto province with a view to interesting the local farmers in some form of communal effort to do the heavy work for them, the initial breaking of the soil which has to be done every year in flooded river-valley bottoms, and we have got some indication that we may meet with success in that connection; that is, we may induce them to own their own equipment and to let it out for hire or in some shape or form attain their own improved system. I have recently explained to some members of the Legislative Council of the Northern Provinces, especially the emirs of the north, that any form of use of modern machinery will of necessity entail the abolition of many of their traditional farm boundaries, because of course it would be apparent to anyone that it would be impossible to use modern machinery on small acreages of three or four acres, which is the prevailing size of farms in the northern provinces, and that it would be necessary for them to have a good deal of give and take, that they would have to form their own system, with our aid, of distributing the proceeds; or in some other manner reorganising their farms so that they can recognise the boundaries. Mixed farming was initiated about 18 years ago by one of my predecessors, when we started in a very small way by endeavouring to encourage farmers to use bullocks to plough the land, rather than just using the hoe as the fundamental implement on his farm, and to enable him to attain a system of agriculture which he had not hitherto done or had not hitherto thought of. That is, as is widely known, the country has been operated on a system of shifting cultivation whereby a farmer normally farms a piece of land for four or five years until it is exhausted, and then he moves elsewhere and cuts down some new bush. So there was in earlier days no set form of agriculture and no permanent improvement of land, but in fact the devastation caused has been deplorable. That has been varied to some extent by the fact that at Moor Plantation, we have been able to maintain yields for 20 years on the same land with the use of

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[Continued.]

green manures, but only just able to do so. There has been a slight tendency for yields to fall without the use of animal manure. The necessity for the use of animal manure is paramount in this country, and the difficulty of supplying it particularly in the southern provinces is enlarged by the presence of the tse-tse fly and the difficulty of keeping stock alive. In those northern provinces where we have been able to make a success of these mixed farms, they are confined largely to areas where there is no tse-tse fly. The number of them is gratifying but it is deplorably small when compared with the needs of the country. That is, in 18 years in the Northern Provinces we have been successful in reaching a figure of 4,000 farms which own their own bullocks and which are established, in the sense that they would not revert, except through disease, to the more primitive form of agriculture. We are continually pressing to increase these. We have been able to increase them during the past year by over 700 to a figure of 4,000 odd, but as you can see the progress is limited with the very limited amount of staff we have available.

3188. I think we appreciate the point about staff. One point I would like you to deal with is this: are you able to persuade the people that unless they take drastic steps the population increase will be of such a nature that it will not be able to be supported by local agriculture?—We keep hammering away on that theme. Let me give you an experience of our experts at Moor Plantation, where we regard it as a duty to carry out systems which will be an improvement by the use of green manures, but where we have not met with the response which we hoped. As long as there is a system whereby they can continue the shifting cultivation system and can go about cutting down new bush there will never be the incentive to adopt these new methods of agriculture. It is so much tied up with the land tenure system; and we are very much tied not only to the rather complicated system of land tenure and the primitive practice of shifting cultivation, but also to the local prejudice against change in many parts, and particularly in the Eastern Provinces the ju-ju's and bogeys that are believed by the inhabitants to come with any attempt by Government officers to interest themselves in the land. So unfortunately we can report only very limited progress in applying what we have worked out. To some extent this is due to lack of economic balance. It boils down, I suppose, in a large measure, to the lack of imported goods, but there is a very decided lethargy about any acceptance of improved methods of agriculture unless the local farmer sees that he is going to get something for nothing, and even then his interest is only limited. These latter remarks, I think, apply more forcibly to the Eastern Provinces than

elsewhere. In the Northern Provinces wherever we are able to give out improved seed it is appreciated to the extent that farmers are willing to pay for this service. They are glad to get it, although our system at the present time in the development of the cotton for export industry in the Northern Provinces has been to deliver seed to dumps in the areas free of charge and to allow farmers to come and take the seed. Though this is satisfactory, normally it is our practice to charge even a modest sum for improved seed, because it is our experience generally that people do appreciate it much better; but in the case of cotton we do deliver seed free of charge.

3189. All your remarks have been directed to help us as regards what should be spent, and the direction of the spending on development schemes. Would you now be agreeable to answering questions of members of the Sub-Committee?—Yes.

Mr. H. D. Hughes.

3190. Mr. Beattie, you said you had had no tractors at all since the end of the war?—That is so. I believe one has just arrived in the Northern Provinces.

3191. What is your potential demand now for tractors?—There is no demand and there is not likely to be any demand until these people can see them in practice. I have just obtained the approval of the Select Committee of the Legislative Council to place an order for 26 tractors to be used as demonstration units on our farms throughout the country, merely to give people the opportunity to see what can be done, and I feel that it is an initial step towards giving them what they want. We are continuously being criticised for not giving them the facilities to use modern equipment, and it is only fair that they should be given the opportunity of seeing them and that we should be given the chance of working out a system for them, whereby a village may be able to own a tractor. We are very much in the dark ourselves as to what form of approach should be made. First, we must let them see the tractors in action.

3192. What is the potential demand? Supposing you get to the stage where you have got the peasants realising the potential value of tractors, what is the likely size of absorption of tractors in the country?—It is almost impossible for me to answer that with any accuracy, because it is impossible to measure. Any answer I would give would be purely a guess.

3193. I understand that one of the big problems about the palm-oil industry is that the native method of extraction is very unsatisfactory and that therefore you have been experimenting with these hand-presses and Pioneer Oil Mills, etc.—Yes.

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[Continued.]

3194. How many Hand-presses are now operating? That is your department, is not it?—Yes. I can tell you about it by reference to a recent report. It is some hundreds; it is probably under a thousand. I think I can give you actual chapter and verse for that. "Oil Palm Machinery. Report for 1946." 200 new Palm-Oil Presses were assembled in Calabar by the United Africa Company and distributed by them, but the demand greatly exceeds the supply, particularly in the Owerri and Onitsha Provinces. Details of recorded presses and nut-cracking machines at the end of 1946 were: Palm-Oil Presses: 1,081 in use; and 78 nut-cracking machines. These presses are used by limited bodies of people. There is no universal use. But there is no question that a good deal more could have been used had we been able to get the supplies and that no doubt when the supply position improves there will be many more taken up. However, the more modern and more suitable means of extracting oil is by the use of a power press. They get an increase in oil extraction, and it can be retained at a lower free fatty acid content.

3195. That is a Pioneer Mill, is it?—Yes.

3196. How many of those have you?—These were introduced not by the activities of my own Department but on our advice partially, and I think the number of them in actual use at the moment is only three or four. Some 15 more are on order. I think I am right in saying (subject to correction by the Development Secretary, who is responsible for this development) that there are some 10 or 12 in the country, of which 4 or 5 are in actual operation, and an order for 15 has been placed.

3197. Regarding the hand presses, you said the United Africa Company distributed those. Is there no Government system of distributing equipment?—We initiated the distribution of those by advising companies to bring them into the country. In order to give them some security we recommended those who should be given an opportunity of buying one. Beyond that, and giving supervision and assistance in obtaining spare parts and encouraging people to use them, we have not any specific scheme at the present time. It is regarded as part of our general duties to encourage the use of these and assisting in keeping them in running order.

3198. Regarding your research stations, when you have discovered some technical improvement which can be applied by the peasant producer, what are your methods of getting this over to the peasant producer?—We use the services of our own agricultural officers who hold meetings, in as much as they are able to do so, in the villages. If it is a question of the use of palm-oil or improvement of palm crops, the agriculture officer organises public meetings for the purpose. The Public Relations

Officer is used for disseminating information by means of the Press; and we utilise all the services which are available to us. For instance, we do use the local broadcasting services to inform the people of cocoa-disease control. That is only a limited example, but it is that kind of thing. Of course in the Northern Provinces our demonstration is probably more direct; it is through the medium of the emirs and their district heads for the dissemination of information. All our African staff receive instructions on how to approach district heads and generally we utilise all the services which are available.

3199. What proportion of the time of an Agricultural Officer is spent in demonstration to peasant producers?—In the field?

3200. Yes?—As much time as he can spare.

3201. What does that work out at?—Probably half of his month he is on tour. He has got to be in at his station for the ordinary purposes of keeping his office under control, and usually the agricultural officer is based on an experimental farm and he is responsible for the proper conduct of the work there. From time to time my Department is criticised by Government officers for not employing the staff more fully in the field, but we must keep a proper balance between research and experimental work and work in the field. It is not possible, or I should not wish to be associated with a scheme whereby I took all my research workers out of the laboratories and put them in the field, which has been suggested to me by some officers. It is by means of these research officers that we do obtain the improved systems. The development of a new cocoa strain could not have been possible without the hard work of the research workers in the laboratory. So I feel it my duty to keep a proper balance. What we do lack more than anything else is highly-trained research workers and more of them. When it becomes possible, I want to see established a research station in the Eastern Provinces for the problems of that area. We approach it in some measure through the Oil-Palm Research Station by combining our efforts to work out a system there.

3202. Your Department is entirely responsible for agricultural education, is it?—No, Sir. Agricultural education, in so far as the school-teaching of it is concerned, is a combined operation, although the staff is employed by the Education Department. We do give facilities. For example, on our Moor Plantation farm here we give facilities for teachers to utilise plots of our land for demonstration of generally acceptable rotations. In fact what we have learned for ourselves there is how to maintain fertility of a fixed piece of land.

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[Continued.]

3203. How many agricultural students have you got undergoing courses in your farm schools, agricultural schools, and so on?—The figures, I think, are available here. They are much too small, but altogether there are 81 students in training at the Ibadan School of Agriculture, and 43 of those, including six Gold Coast students, have completed their training. There were 81 during the war at Samaru in the Northern Provinces; there were 40 students at Oyo Farm School and 12 scholarships were awarded. That is not very great but it shows a very considerable promise.

3204. There is only one farm school?—There is only one farm school at present properly operating. There was one completed in the Northern Provinces, but it was unpopular and it is not fully effective at present.

3205. Do you envisage an extension of the Farm School method?—Yes. We have made provision in the Plan for the establishment of at least four more farm schools, and to increase the facilities at the existing one.

Mr. Parkin.

3206. Do you find that most of your work is concerned with the improving of method or the improvement of strains of animal or plant?—A combination of both. Both are complementary. We do work on both at the same time.

3207. You find that there is an eager acceptance of the new strains developed, do you?—It would be wrong for me to say that there is an eager acceptance in all cases, but let me say that with the new strains of groundnuts as grown in the Northern Provinces there has been an eager acceptance, an indirect eager acceptance, but it is acceptable merely from the fact that we do provide them only with an improved strain of seed and it is provided free. So they accept it because they are only too glad to get seed free for planting.

3208. In your report on the cattle scheme in the Development Plan you said that the demand for improved strains of cattle exceeded the supply?—That is very large indeed, yes.

3209. It exceeded supply?—Yes.

3210. So that you are, on the whole, satisfied that all you can produce in the way of fresh strains of cattle are being produced?—Yes, I am quite satisfied with that. We are only really touching the fringes of the demand which will develop, I am certain.

3211. How do you expect to handle the poultry situation?—We have established a central research poultry farm in the Oyo province with the intention that it should be the breeding station for the whole country, but that again is in its infancy.

We have only one trained poultry officer and we are making what strides we can with it. There again, disease control is paramount, and it has to be closely controlled with the Veterinary Department.

3212. Do you envisage the replacement of existing poultry by new strains or by cross-breeding? Are you looking for something which will cross-breed with the bush fowl?—We have been carrying out the distribution of improved poultry for many years. We keep up a constant small supply of introduced stock which is cross-bred, and in most villages, especially in this part of the country, you can see the traces of improved stock. It is a very slow process and it has been going on for a number of years, but we are now, under the Development Plan, arranging to step it up and speed it up and at the same time to carry out some breeding programme with local stock. We are perfectly aware that the locally produced stock has a higher resistance to disease than imported stock. We realise that half-bred stock is preferable to the distribution of pure bred stock except to carefully selected individuals. European owners, of course, can always take the necessary hygienic measures to maintain pure bred stock and to care for them, but few Africans have reached that stage, so that really one has to draw a balance between them.

3213. Do you find that as a result of the first cross breeding the African is satisfied and wants further improvement, or do you feel that he gets lazy and lets things slide?—He is always lazy, for he continually returns for a new cock every year. That is quite common.

3214. You find he is willing to destroy his own cockerels?—It is very difficult to ensure that.

3215. Have you any scheme for destroying them or buying them up?—We had a scheme in this area but it was only partially effective.

3216. Would not it pay you to buy up scrub cockerels and destroy them?—I think that, compared with the value of work in other directions, it would rather be out of place for me to put too much emphasis on a scheme of that kind. It is part of the normal work of our Agricultural Officers at stations to do all they can to improve poultry, but to inflict on them a scheme to buy up scrub poultry would, I think, be a little out of proportion at the present time to the needs in other directions.

3217. Is it chiefly to improve the standard or the amount of food available to the farmer or are you thinking in terms of export in this poultry scheme?—No, it is entirely for them.

3218. Providing variety and improved food for the native?—Yes,

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[Continued.]

3219. You have in the Plan provision for 110 specially trained staff and nearly 1,000 African technical and clerical assistants?—Yes.

3220. How long will it take you to get them?—We aimed at doing it in ten years, and, if staff come forward more rapidly than at present, we probably will attain the objective.

3221. But at the present rate you will not get it, even in ten years?—It depends a great deal on the recruitment of trained staff. We are not able to predict exactly but we will have the facilities next year to provide for more training. We are building a very big school in the Northern Provinces and I think that in ten years we may attain it; we have a reasonable chance of that.

3222. We have the details of the plans for buildings and training colleges and so on, but I wondered if you had envisaged in the meantime any short cut system of getting enthusiasts in the villages, as apart from experts?—Enthusiasts in villages always require supervision. I do not want to enlarge on the difficulties, but I think you will appreciate that village enthusiasts, unless they are properly controlled, can be more of a menace than an asset, and particularly with the common practice in this country where any man who can regard himself as a paid servant of Government and can go out unattended and unsupervised has a magnificent opportunity to use his influence as much for ill as for good.

3223. I was not thinking of a paid Government service as much as of a paid practical farmer?—We are always endeavouring, naturally, by public meetings to encourage that sort of thing as part of the general education.

3224. You are satisfied that you have the local pride in improved strains. Can you get the local pride in improved methods?—It is difficult to get it. We are trying hard all the time.

3225. Have you a rough idea how many villages there are in Nigeria, or is that quite impossible to say?—I should say probably two million, or more.

3226. It is a colossal problem of mass education?—Yes.

3227. At the same time, it begins to look as if you will need something of the kind to supplement your work?—We hope to attain them through the use of sufficiently trained field staff from the schools which are turning out staff with pride in their work, and we are getting them to encourage farmers to have a pride in their farms. It is particularly noticeable with the mixed farmers in the north who do have a pride in their farms, and it is gratifying to see that kind of thing developing, but it is all too slow.

3228. You have a farm school in the Northern Provinces?—Yes, at Kafinsoli in Katsina province, and it has been of limited success because we found our first experience was that, taking young schoolboys in for training, particularly in the north, they are irresponsible to such an extent that we do not get very far, and we have not had very much success with them. When they went out to their local farms and were given ground they very soon abandoned them or went back to their parents. We have had to modify the scheme to introduce older men with a view to popularising it, and we are still in the process of experimenting with them.

3229. You feel that the future of farm schools depends on your capacity to attract older people to them?—Yes, it is part of the mass education system, and if we get more of these farm schools going, just giving them the rudiments, it will be a great help.

3230. Were they all expected, on leaving the school, to set up on their own, or were some of them advised to go back to their families?—Some went back to the family and no doubt the general effect was good, but with that school in particular our objective was to find out if we could train up even small bodies of men, after giving them a one-year or two-year course, to go back and settle on their own farms.

3231. Do not they tend to get their ears boxed if they make impertinent criticisms of their fathers' methods when they get back?—That is probably true, but we have had some success in the southern provinces.

3232. Do you regard the experiment in the northern school, though not successful, as one from which useful knowledge has been gained?—It is only a passing phase, but it is experience gained.

3233. And you will switch over now to the older people?—Yes, we are modifying it.

3234. Is there any system of agricultural displays or competitions?—No specific system, but agricultural shows have been promoted by Agricultural Officers in various provinces, wherever they could get the necessary response and induce people to bring in improved stock.

3235. What sort of dignity or reward is the most acceptable to the African farmer?—A money prize is always paramount, but any kind of improved seed or anything given free is acceptable and welcome.

3236. Do you give them medals?—No, we have not done that.

3237. Do they like medals or trophies?—I do not think they are particularly attracted by them. I would not advocate that course. I would rather adopt a system of giving out better seed or a small money prize.

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[Continued.]

3238. As a result of these shows do you hand out specimens of improved strains?—We have done so. We have not got any particular system; it is merely left to the individual Agricultural Officer's initiative in his own province, because shows in our experience have only a very limited propaganda value. They are useful, and we do not discourage them.

3239. Is there any follow up or obligation on the recipient, when you have issued new strains, to continue using them, or is there any incentive to him to go on using them?—There is no marked system, except that farmers who have had new seed are frequently visited.

3240. In my area at home my local society managed to clear out disease in black currants and as part of the arrangement I have to hand back two good specimens to the local society in return for the help they give. That is only a small thing, but have you anything on those lines?—Not organised. We have an organised system of giving out the cocoa seedlings in the Western Provinces to farmers who have been troubled with swollen shoot disease, and we hope to make that widespread as soon as we get enough material.

3241. I am trying to press you on your own views as to (a) the need and (b) the possibility of short-cutting your very fine long term scheme by mass education and local enthusiasm and local responsibility?—I made a point of saying that I pin great faith on the farm schools, but up to now we have only been able to obtain information, and we now feel if we can get forward on that on a really big scale we can accomplish something with it; and the methods of short-cutting are, as I say, not easy in a country like this where you have a very limited standard of responsibility and public interest.

3242. You spoke of the difficulty of getting people to abandon shifting cultivation and to improve the plots they were already working. Have you any means of rewarding them or of invoking pride in the man who stays longer in the same plot than his neighbour does who moves to the next one?—No, except in our general propaganda. I think that is an economic consideration, closely wrapped up with the necessity for easy credit, and I think easy credit will provide the answer quicker than anything else to the necessity for fostering a fixed agriculture. When a man builds for himself, let us say, a better house, he is not going to leave it readily, but where he builds a mud and thatch shack of very little value there is not much inducement for him to stay; and I think it is all wrapped up with the general economy. In a better economy he will get a better price for his produce and that will in turn encourage a fixed agriculture, where the farmer is able to afford

his own house. Our best success has been achieved by being able to let the farmer see for himself. One of our methods of propaganda, apart from the others I mentioned, is this. We have throughout many parts of the country what we call small demonstration unit farms, which correspond to what we think he should farm. This type of farm is operated as a fixed unit, with a paid farmer in the first instance, a paid occupant, until he becomes established. In the early days in the Northern Provinces we paid something like 30s. a month as an inducement for the farmer to stay and practise this method on the fixed farm and to feed his stock in the way we advocated. These had a very salutary effect, in that they were able to see for themselves that a continuous system was practicable and could be used, and it has had its effect.

Sir Peter Macdonald.

3243. You mentioned a system of land tenure. We were given a paper on that subject in Lagos. Does it vary in different provinces?—It does.

3244. You have a different system here from that in the Eastern Provinces and the North?—Yes.

3245. Do you make full use of the School of Tropical Agriculture at Trinidad in regard to plant research?—It is still part of the system of training of an Agricultural Officer that he should take a course at Trinidad before he comes to this country, but it was dispensed with in some cases during the war because of the difficulty of getting staff. A small number of students from here each year go to Trinidad for what we call refresher courses—men who have shown themselves to have particular ability and qualification are chosen to take a special course in Trinidad—but the general feeling in this country among candidates is that they would prefer to go to the United Kingdom and take the full course of an Agricultural Officer, and it is our hope that when the university is established here there will be no need for them to go to Trinidad because they will be trained here.

3246. Have the results of research in the Colonies and in other areas on cocoa diseases, for instance, been made fully available to you?—We have recently complained that we have not had what we think is a full measure of assistance from the research station in the Gold Coast, feeling that we ourselves were entitled to more of the time of a trained pathologist in this country, having been unable to get enough technical staff of that kind ourselves, but the Director at the Research Institute has had fully in mind and has assured me he is sending a pathologist this year to spend more of his time in this country.

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[Continued.]

3247. Do you think the methods you are adopting of keeping down or doing away with swollen shoot disease are sufficiently good to keep it under control?—It is the only method possible or known to us at the present time, with the limited knowledge we have. We have found that we are able to restrict its spread, at any rate, by cutting out the diseased trees and a fringe of healthy trees around, and that has restricted if not entirely killed outbreaks; and our cocoa survey team is employed continuously in visiting these outbreak areas to record any possible spread from the old area. That is in order to satisfy themselves that the method has been effective, and so far we regard it as effective.

3248. Have you adopted a method of compensation to the farmers?—No. There is before Government at the present time a proposal to provide funds for rehabilitation, rather in the form of a bonus to enable them to replant their cocoa than compensation in actual fact. It is based to some extent on loss of crop over probably a three year period, and that seems to us the only basis on which we can evolve a suitable rehabilitation bonus, and that is what is now before Government for consideration.

3249. That does not come under the cocoa scheme itself?—It does not. Although it is regarded as a rehabilitation scheme, we ourselves cannot foresee any marked increase in planting as a result of it. We are completely in the dark and we do not know to what extent they will replant these areas. In some cases the affected areas have been on poor soil where we cannot advocate replanting, so that in effect, if it is accepted, it must be regarded as more of a political palliative than an agricultural one, because it has arisen out of political disquiet and petty agitation. Undoubtedly some few farmers have been adversely affected and one or two have had all their cocoa destroyed and others only a very small percentage, but in any scheme of that kind it is difficult to be selective and say who is the most unfortunate man. It must be a comprehensive scheme if it is to be effective at all.

3250. And you agree it is necessary that the scheme should be implemented as soon as possible?—Yes, as a political expedient.

Mr. Edward Davies.

3251. In the production of palm oil this country is likely to be in competition with the Dutch East Indies, I understand?—I think it always has been. Presumably it all finds the same or a similar market.

3252. Does the success of Nigerian agriculture depend upon more co-operative farming, in the sense of cultivating wider areas with modern methods and all the advantages of more money? You were at pains to tell us that it has been somewhat

wasteful in the fact that it has been movable farming?—That remark about shifting cultivation does not apply quite so much in the palm belt as it does elsewhere. In the palm belt the farmers are much more attached to their plots of land and there is much less shifting cultivation. The result is that with a very very dense population we have a continually deteriorating agriculture.

3253. Are there any new fruits or vegetables or agricultural products which could be introduced economically? For example, what is the extent of your sugar production? Is Benue Province a suitable area for the development of sugar cane?—I could not say that it was not. It would be wrong for me to generalise by saying it was not suitable, but my impression is that the Benue Province, to take that as an example, is not particularly suited to sugar cultivation. It has been most successful in this country in the drier regions of the north, and I think with my limited experience of sugar I would say Benue Province would be unsuitable because of the high rainfall. There are drier areas there where it might just be possible to encourage a small scale industry. Actually the sugar industry in this country is on a very small scale and is confined to small valleys in the Northern Provinces, where we have had very considerable expenditure, and in the last ten years the price obtained for it has been such that it has not encouraged it; and the suitable areas without irrigation are so small as not to be regarded as commercial undertakings in the sense that one could put up a sugar mill and operate it, because they are so widely scattered, and our experience so far goes to show that the smaller crusher is acceptable and is achieving great success.

Mr. Yates.

3254. You said at the outset that research was held up by buildings and staff. In your report for 1946 I notice that you speak of the shortage of European staff at the Oil Palm Research Station just outside Benin; and then you say that the lack of a piped water supply was a severe handicap. Do I understand that the buildings are actually completed and that water supply is not yet put on?—That requires some explanation. The buildings at the Oil Palm Research Station have not been completed; the building programme is a year behind schedule. The building programme in itself was held up by the lack of a piped water supply, in that this building programme was a combined effort: part of it was done by my own Department with Nigerian funds. In the main C.D. & W. scheme the building is done by the Public Works Department, and we suffer principally from lack of permanent buildings and the slowness of the programme of building the permanent build-

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[Continued.]

ings. The temporary structures, for which particularly we were responsible ourselves, did achieve some success, and that, I think, explains that; but we did run into a lot of difficulty because a lot of the work had to be done with water which had to be carted long distances, but it was our only means of achieving any major success—to get on with the building programme as best we could. That was mainly for African staff, I should say—the temporary building programme, and labour lines in order to house labour to carry out their programme.

3255. But are you still being held up for piped water?—Yes. I know they have got a temporary scheme with a temporary pump to carry them through, and that has only been completed within the past six months.

3256. I notice that in 1946-47, although there was £67,118 in the Estimate, in point of fact you only spent £39,664 on agricultural development.—Yes.

3257. In the year 1947-48 you only spent £49,000, including the revised Estimate. The total is £111,670. Do you anticipate spending that money?—Subject to correction, I believe that that includes the carry-over of uncompleted work. You are referring to the Oil Palm Research Station?

3258. No, the general agricultural development in the country. Actually the revised estimate is now £77,000 from the Colonial Development and Welfare Fund and £34,760 from the Nigerian Revised Estimate; that is a total of £111,670. When you do not carry out work for which a sum of money has been included in the Estimate, it is automatically carried over, is it?—This is a question which I have been placing before the Government for some time, and I have only just received a verbal answer, that the funds will be carried over. Some officers were unable to undertake work because we had not received an assurance that these funds would be available in some instances.

Chairman.] Thank you very much.

The witness withdrew.

Adjourned till tomorrow.

TUESDAY, 6TH APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies
Mr. H. D. Hughes
Wing Commander Hulbert

Sir Peter Macdonald
Mr. Parkin
Mr. Yates

AT IBADAN.

Dr. W. S. ORMISTON, Regional Deputy Director of Medical Services, Mr. W. T. MACKELL, O.B.E., Chief Inspector of Education, and Mr. C. E. THORPE, Regional Deputy Director of Public Works, called in and examined.

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman

3259. Dr. Ormiston, perhaps you would be good enough, in your own words, to give us a resume of the position from a health point of view, and then members will put questions to you. One point which has come up in hearing the evidence of the agricultural people is this: What is the real position of the people from a nutrition point of view? That is a point in which you would be interested?—(*Dr. Ormiston.*) Oh, yes, that comes to me.

3260. Could you say something about that?—I would say myself that the nutrition position is one of chronic semi-starvation, together with some avitaminosis, i.e. lack of vitamins, but mostly a matter

of the quality of the food rather than these ingredients called vitamins. The one thing is that they do not work hard enough to grow enough, and as they do not grow enough and they are starving or half-starved therefore they cannot work. That is the general position as far as the nutrition side is concerned, in my opinion.

3261. The fact is that their system of agriculture does not provide them with sufficient food?—It does not lend itself to their having a wider diet.

3262. What is their normal diet?—Down here it is gari or cassava, or what is called at home tapioca. It is that and yam. There is very little meat; some fish.

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3263. Fish brought from Lagos?—No, fish from some of the streams. My area runs from here to the east bank of the Niger. I am only speaking of that area. The southern part of that area has fish and hardly any of it has any meat.

3264. Is the position improving c. deteriorating?—Slightly improving, because the people have got a better idea of the value of meat and also they are able to buy it more easily, but it is not within the pocket of everybody.

3265. Has the cost of living gone up whilst you have been here?—In my opinion it has gone up about four times since the war both for African and European. It has even gone up in the last two years while I have been in the same station.

3266. Then would you like to say something to the Sub-Committee about the problems of disease and so on?—In the south here we have not got much in the way of problems of an epidemic nature. We have some leprosy. In the eastern part of the Western Provinces the leprosy incidence is about 3 per cent. Over here in the western part it is not so big but it does take place. Part of the reason is that they used to treat their sick by the process of elimination and the result was that epidemic diseases did not stand much chance. V.D. is not so prevalent here as it is in the north and is not as prevalent as it is along the coast. Our main disease is yaws.

3267. What is that?—That is a disease which is not venereal disease but is very like syphilis. It is not hereditary but it is contracted very early on in child life and it leaves grave deformities. Treatment is satisfactory if we can only get them quickly enough. The treatment is largely done through the Native Administration dispensaries, of which there are about 147 in the Western Provinces. Each of those is run by a man who has had a year's training at one of the big hospitals, and what he cannot do himself he is supposed to send to the general hospitals, of which in the Western Provinces here there are eleven.

3268. Is there any inspection of these dispensaries?—They are inspected by medical officers once a week or fortnight, as the case may be, and any of us who happen to be travelling inspect as well, but they are regularly inspected about once a fortnight.

3269. Do you suffer from the shortage of drugs?—Yes.

3270. Do you find it hard to get the stocks sent out?—Yes, very difficult indeed—drugs and dressings.

3271. Do you indent for them?—Yes, the Senior Medical Storekeeper, and through him to the Crown Agents.

3272. You are aiming at carrying a stock?—Yes, we are living from hand to mouth and we have not been able to carry stocks since before the war.

3273. Did you take over any Army stocks?—They retained a number of them.

3274. Took them away?—Yes.

3275. You were not offered the opportunity of taking what you wanted?—Not to my knowledge—equipment, but not much in the way of dressings—but that might not be an accurate statement of the case and I would not ask you to take my word there, because it would be done from Lagos through the Senior Medical Storekeeper, but, whatever we have had, we have not had enough to increase our stocks for medical officers to have a reserve supply.

3276. You have no means of making dressings locally?—None.

3277. Is there any idea of encouraging the people out here to take up the making of dressings?—It was tried with bandages but we had to give it up because the technique was not very good. Their weaving varied and was too wide and coarse for our purpose.

3278. You do not think that that could be an industry started here?—I think it could, yes, but I think it would take time because, as I say, the technique is not there.

3279-80. Can you tell us something about the nursing and midwifery services here?—Midwifery has undergone a great fillip in the last two years. It started off very gently about five years ago and now we have maternity centres scattered throughout the various parts of the provinces, just as we have dispensaries; some are attached to dispensaries and some are distinct. The midwives are locally trained girls who attend a year's course at certain training schools which we have, which are always attached to general hospitals, where there is a full time Medical Officer and nursing sister. When they pass the examination they go back to the Native Administrations, who pay their fees, and are attached to the Native Administration maternity centres, and some of them are very good, with anything up to 500 deliveries a year, whereas five years ago there were probably only about two or ten. It is certainly a thing which has caught on; it is the most popular feature now in this part.

3281. What is your chief difficulty?—From the point of view of running the service, at the moment one is that we could, of course, do with more medical staff in the way of personnel and doctors. The second thing is that we could do with more nursing sisters. Thirdly, we could

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[Continued.]

do with a much more efficient African nursing service. Some are good and some are bad; there are very few which are very reliable. We cannot get girls, for example, who are reliable. If they are, owing to the way of living they frequently become pregnant and they are lost to us. The rate of pregnancy is so high that we now have to retain their services after they are pregnant. At one time we did not do that. Now we get very few of them, and the educational standard of the girls is not sufficiently high. Unless they have a good educational standard the girls do not make very good nurses. We really want a more highly educated class from which we can choose the nursing staff. Nursing sisters are very much below strength and we could do with many more.

3282. Are the missions any use to you at all?—Not to the Government, except as critics.

3283. The Roman Catholics have nuns who do nursing, I gather?—Yes, in this area there is the place run by the American Baptists at Ogbomosho, where there is a hospital with 40 beds. The Seventh Day Adventists have a place at Ife. There is a place run by the Methodists at Ilesha. All of those nurses come out of the religious institutions and my criticism about them is that there is more godliness than cleanliness.

3284. Is it one of your tasks to try to make them I do not say less godly and more clean, but equally clean?—I have just been round, and the standard of cleanliness in the mission hospitals is nowhere near the Government standard. They have a better hold over the staff, in that they have the religious influence behind them, but for cleanliness neither the European nor the African personnel are up to Government standard.

3285. Do they have to have any qualification before they begin to operate here?—Yes, they must have a qualification of some sort. If they have a registered qualification in the United Kingdom they just put it up to the Director and he puts their name on the list. If they come from America or Europe or Asia or anywhere else not in the U.K. then it is submitted to a committee and the D.M.S. decides whether to accept it or not. Then with regard to nurses there is the same procedure—a roll of nurses. The system of nursing education in America is different from that in the U.K. because they specialise in certain things and do not go in for a general training and then specialise. In addition to that, there are only two Medical Schools in the States which allow nurses actually to deliver women of children, so we cannot accept any of their maternity qualifications.

Mr. Yates.

3286. Would you tell the Sub-Committee how many doctors there are in the area for which you are responsible?—Fifteen.

3287. What is the population in that area?—Between three and four million. The figure of 15 relates to Government doctors.

3288. Are there many private doctors?—There are not many but there are a few. I should think, roughly speaking, there would be about half a dozen, but I cannot give you that figure accurately because many of them come over from the east bank of the Niger and practise on the west bank. At Ogbomosho the American Baptists have two, and there is one at Shaki. Ilesha has two, one of whom is on leave while one is out here, and the same thing applies to the Seventh Day Adventists at Ife: two doctors, one on leave and one out here.

3289. How many hospitals are there?—11 Government hospitals.

3290. And a number of private ones?—There is only one, and that is here; it belongs to Dr. Agbaji.

3300. Have you very much tuberculosis in this area?—As our methods of reaching the people improve and as our diagnostic methods improve, with the use of X-rays and so on, we are finding there is an increase in T.B., but it would not be sufficient to classify it as an endemic disease of big proportions.

3301. Have you any dentists?—Not one. We are served from Lagos. One of the dentists in Lagos makes appointments for people, African and European, and he travels round in that way.

3302. Have you an eye specialist?—Yes, and he also comes from Lagos on a specified tour. He is here now.

3303. Is there much trouble there?—Not so much as in the north.

3304. Do you think there are many more students who would be worthy of being sent abroad for further medical training than are already being sent?—That is a rather difficult question to answer because you are asking me about a particular area here. From what I know of the medical students, most have come from the eastern territories, which are Ibo. As far as I can work out, at the university college here at the moment most of them are Ibo. So far there have not been many Yoruba students. Those that we have are very good. One became an F.R.C.S. and M.D. Then there is a University of Dublin man who is extremely good. The Yoruba does not seem to have made a direct effort to avail himself of what facilities there are. Mr. Mackell could answer that better than I can.

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Mr. Edward Davies.

3305. What is done in the schools to get a few elementary ideas about hygiene and medical education across to the boys?—The schoolteachers give frequent lectures on simple hygiene.

3306. Is there any kind of medical investigation and examination at infrequent intervals?—Every time the Education Officer asks for an investigation the Medical Officer goes and does it. It varies. Pupils for the higher education are always examined before they go. With pupils for the lower standards it is not so frequent. On the report of an education officer we always send a medical officer to investigate.

3307. How far is disease attributable to a bad water supply in this area?—Apart from the dysenteries not much; bilhartzia and guinea worm, hardly at all, but dysentery, yes, it is quite appreciable: and, of course, malaria, with water, good or bad.

3308. What connection have you with the Public Relations Officer of the Government or any other service putting across popular ideas about education to the people?—From time to time medical officers give radio talks.

3309. Have you reason to think they are appreciated?—I have not.

3310. In your experience do you come up against any disease which is derivative from a crude notion of medical practice, magic or anything of that sort?—The two biggest are circumcision in male children and clitoridectomy in females, which is another form of circumcision. There is a good deal of damage done when children are born through tetanus when they cut the cord. They use any bit of broken glass, bottle or stick.

3311. Does that account for the protruding navels one sees?—No, that is rather due to the fact that in the children the bowel distends due to the bulk of the food, which is mostly carbohydrate.

3312. Is it your view that anything could be done within the existing available food supply to improve the diet of these people? Is it merely a lack of basic dietary knowledge or a real lack of food of proper quality?—The great thing is expense. If meat were brought down from the north at a cheaper rate and if fish were exported to the north and citrus fruits went to the north, and green vegetables from the north were brought down, that would be a better plan, but, as things are, everything of a kind grows in one area and there is no interchange between the various dietaries.

3313. Under what is, I think, a system of polygamy, do you get great aggregations of children whom the families are unable to support?—No, because most children go out at an early date and farm with their parents. If it were not for the children the parents would be worse off.

Sir Peter Macdonald.

3314. On the question of medical stores, you say you have found difficulty in getting your indents filled?—Yes.

3315. Do you indent on Lagos?—All the stations in this area indent on Lagos.

3316. How long do you have to wait, as a rule, to get your indents through?—In Ibadan here you would only have to wait a fortnight if they had the stock. If you go to Benin and Sapele, on the western bank of the Niger, you might have to wait a fortnight or a month; the transport question is rather difficult.

3317. All medical stores are bought through the Crown Agents, are they?—I think so. I am not certain about large consignments of things like mepacrine from May and Baker and quinine from Howards, or anything like that. I should think they would go through the Crown Agents. I do not think the Government deals direct with the big firms.

Mr. H. D. Hughes.

3318. What are the main features of the Development Plan in the western region as far as your Department is concerned?—An increase in the number of hospital beds from about 575 to 2,008; and then the other thing we are rather particular about and are trying to improve is rural water supplies.

3319. Are you up to schedule so far?—No.

3320. How far behind are you?—About a year, if not more.

3321. The main cause of the hold-up being what?—I think Mr. Thorpe could answer that better than I could. The main cause is lack of supplies from home.

3322. Is there, in your view, a need for a great expansion of these native dispensaries?—Until we have more medical officers I cannot do with any more dispensaries. I have too many as it is. The medical officers are out half the month and they cannot run a hospital and run the dispensaries as well. I have asked for no more dispensaries to be opened because I just cannot supervise them, and also a dispensary like that left in charge of an African attendant, unless it is supervised, is no good at all; it is just a case of the corruption of a good idea. They must have supervision.

3323. But, in view of the very serious shortage of trained doctors, which is likely to continue, I imagine for quite a long time, how do you envisage a broad expansion of medical services to the whole population?—I am hoping that the undergraduates at home at the moment will come out and join the Government service.

3324. How many have you at home?—About 150 training to be medical officers.

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3325. Given that you get these 150 coming back as qualified doctors, are you then in favour of the vast expansion of dispensaries, as a sort of lower scale medical service than the hospitals?—We have had too much lower scale medicine in this country already. I think our motto should be "Nothing but the best is good enough for us, even if it is small."

3326. Can you say how many villages there are, approximately, in the Western Provinces?—I could not say. There is a population of about three millions, of whom about one million live in big towns.

3327. I cannot see how your hospitals and doctors are going to touch the fringe of the scattered population?—I do not think they will touch the fringe for generations; I do not see how they can.

3328. And you still do not think, in spite of that, that you want lower scale medical services covering a whole area?—No, Sir, I am sorry, I do not agree with that at all. I would rather see more Medical Officers of Health on the preventive side, better water supplies, anti-malarial work, and a few of those in prevention rather than this dispensary business. I would like to see an expansion of the team system, where you have a field unit that goes out and assesses what is the matter with the province and then informs the Regional Deputy, who sends out somebody else to deal with the endemic disease.

3329. What does a team like that consist of?—At least one M.O., two sanitary superintendents; two African microscopists; one nurse; and three or four junior nurses, the number of whom can be made up according to need.

3330. What is the provision for training the junior members of that kind of team?—For field unit work?

3331. Yes?—They are actually trained with the Medical Officers and they are trained on the field. They have the equipment to go through and they train them as they go.

3332. How many people would you have in training at the moment?—That I do not know, because they are both working on the other side.

Mr. *Parkin*.

3333. What branches of the Development Plan other than that of medical services are most likely to be of help to you in your work?—Education and P.W.D.

3334. These two?—We are held up all the way through by them. (Mr. *Mackell*.) And vice versa.

3335. They are not keeping you from touching the fringe, are they?—(Dr. *Ormiston*.) Well, you see, I cannot move because I cannot get enough students who

can absorb even a little bit of medicine; I have not enough students of sufficiently high calibre. We cannot put up the hospitals because the materials are not available. We are really dependent upon the Education people and the P.W.D.

3336. And students are not able to work until they get sufficient to eat?—It is one of those vicious circles; there is no doubt about that. I am not suggesting for one moment that the students are going round with their fronts touching their backs, but coincident with education we must have an improvement in the diet, and coincident with education we must have an improvement in the medical standards, but the point is, which comes first?

3337. Have you any views on the best way of speeding up the improvement in the diet?—Only an economic one.

3338. One in which the income tax payer can help?—No, Sir, I say the mistake we make in this country, from my point of view, is that there is too much pauperisation and not enough left to the African, so that he can make an effort for himself, and the result now is that he puts his hand out and expects the British taxpayer and the Civil Service to help him from the moment of birth until death, and I think he should be taught self-reliance in every way, even in regard to his crops; but he will not listen.

3339. At what stage do you expect that Africans will be able to run their own medical service and do their own training and set their own standards?—I should think that is for H. G. Wells rather than for me; I could not answer that at all.

3340. So that your own branch would not be the one on which you would expect the African to take more responsibility?—They have done, you see; we have one African who is a senior specialist and he has gone as high as he can on the clinical side. Our Department is more Africanised than any other, but they vary a good deal. The African himself would admit that after the age of 45 he begins to fade away. He does not seem to be able to do a job requiring continuous effort.

3341. Do you find any of your colleagues in other departments pressing for those two things: on the one hand, a greater responsibility to be put on the shoulders of the Africans, and on the other hand fighting to keep up a very high standard?—I think every technical department is in the same difficulty—every one of them.

3342. Yes, and are they reconcilable?—They are reconcilable to the idea, but unfortunately so far I do not think it has turned out in practice, on the whole, although I have some very good African medical officers.

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3343. But you would fight strenuously any lowering of the standard to speed it up?—I am all against the lowering of the standard. I think we have had too much bad medicine before. You cannot get them to see that prevention is the thing. Many of the diseases of this country are preventable if only the people will do what they are told. Sanitation is an extremely difficult thing to enforce. We have no right to enforce it.

3344. I am trying to find out if it is possible to reconcile the desire for Africans to take more responsibility in the implementation of their own Plan at a greater speed and, on the other hand, your desire and the desire of the technicians and specialists to resist any lowering of the standard?—We can only do that by the method of trial and error. We did try and we have senior medical officers and so on; some good, and some not so good. It is just a matter of whether you strike the right note.

Wing Commander *Hulbert*.

3345. You were referring a few moments ago to the question of T.B. Is there any system of notifiable diseases?—Yes, Sir.

3346. How does that work?—It is not quite accurate because our sources of supply are not always medical officers. We have to rely, to some extent, on sanitary inspectors. We do not usually accept the diagnosis of T.B. from a sanitary inspector unless it is backed up by the medical officer.

3347. Are there any special clinics for T.B.?—No, Sir.

3348. Would that be the most necessary specialised hospital to have here?—No, Sir, because it does not loom as big in the disease list as yaws, leprosy and trypanosomiasis. I think T.B. would come quite low down.

3349. The majority of your staff have only West African qualifications?—Oh, no. Are you speaking of medical officers?

3350. African medical officers?—All my medical officers, with two exceptions, are trained at home.

3351. But there are a number of medical officers in the country with only West African qualifications?—Yes.

3352. If you come across a very bright lad, is it within your province to see that he gets home and takes a post-graduate course?—All I can do is to recommend him to the Director of Medical Services and the Selection Committee which sits in Lagos.

3353. Can you tell me what percentage of the West African medical men get their degrees here?—I think in the last year roughly speaking there were three or four.

3354. Out of an annual output of what?—The annual delivery from the West

African School at Yaba has dropped a lot; last examination only one qualified man came out.

3355. To what do you attribute that?—There is no doubt that the African feels that he wants to do his medical course all the time at home, not here.

3356. He does not want to do it in two parts?—No.

3357. Do the commercial concerns have their own medical officers?—No, the Government does it.

3358. Do they make any contribution to the Government?—They pay for anything that is used, liked drugs, dressings and so on.

3359. But not medical officers' time?—No. It does not follow; they might give them a retainer.

3360. There is no regular system?—No.

3361. In your hospitals here is there any shortage of equipment?—Yes, mostly pathological equipment, because they were blitzed more than anything else as far as trade goes. We are progressing with the equipment part. We have asked the medical officers to bring their equipment up to the standard as before the war year by year. The standard is coming up.

3362. And all the medical officers under your control have all their own necessary equipment provided?—Yes, except specialised instruments. You cannot expect every medical officer to have specialised instruments provided by the Government. If he is keen he will buy them himself.

3363. Have you any funds for local purchase of what you require?—Yes.

3364. Is that adequate?—The funds are adequate, but it is a very different thing buying in the Kingsway Chemists or the West African Drug Company from what it is at home. They suffer from lack of supplies.

3365. Do you obtain your supplies direct from the manufacturers and not through the Crown Agents?—Yes.

3366. Do you find, in your experience, that you get things quicker through them?—Yes, but I found they were too expensive.

3367. Their prices are higher than the Crown Agents' prices?—Much higher.

3368. Regarding this development scheme, we know the frustration felt by the Africans at the slowness to make progress. What would you put as your A.1 priority? What would be best for your service and what would give the Africans the most pleasure?—A free water-supply.

3369. You would put that before hospitals or anything else?—Yes, because it is prevention. I say free water supply because he does not want to pay for it. There

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is so much disease in this country which is water-borne that I think that would be the best thing.

3370. Did you say that the total number of beds in this province was 5,000?—No, Sir, 575.

3371. That is for three million people?—Yes.

3372. And they are always overcrowded?—They are always overcrowded.

3373. What is your system in the case of emergency cases?—They are always admitted. That is where we have to put up with giving them inferior service. We might have to turn someone out and put him on the floor.

Mr. Yates.

3374. I was rather impressed when you said that the population of this province was five millions?—It is between three and four millions for the Western Provinces. I have not got any accurate figures, but I think it is somewhere between three and four million for the six provinces.

Chairman.

3375. To clear up one or two points: your total estimate for Medical Services and Health is £1,865,000, or thereabouts?—Yes, Sir.

3376. That is in the Estimates for 1948/49. What do you expect to be able to spend of that, in view of the shortage of materials?—Well, it would depend on the supply. If supplies are forthcoming we could spend the lot.

3377. Does any of that money go towards the cost of specialists being trained in England?—No, Sir.

3378. If you recommend someone for training, you do not make any contribution towards their expenses at home?—If a man wants to take a high degree he pays his own expenses. The only expenses which the Government pays are for the course of Tropical Medicine and Hygiene, which is £40. The man draws ros. a day and pays his own examination fees.

3379. That is supposed to support him when at home?—Yes, Sir.

3380. We may assume, therefore, that none of this figure of £1,865,000 will go towards the assistance of people who want to go home for specialised training from here?—Do you mean people who want to go home and take a British degree?

3381. No?—Or do you mean people who are already qualified and want to go home and take a higher degree?

3382. I will put the case of a man who has been trained during the war in radiography and who was very good. He was

very anxious to go home and get further training in radiography?—He would come under the scholarship scheme.

3383. But he perhaps is not able to qualify and get whatever the Cambridge standard is. Is there anything to prevent a man who is really good going home and getting better?—There is always the incubus of Government. I feel sorry for them myself. I have tried to push them through and I cannot get them through.

3384. Why not?—I do not know. I had a girl whom I thought would make a nursing sister. I recommended her for a scholarship at home. She did not go. Somehow or other she was turned down. She gave up her job and she has gone home at her own expense. I cannot tell you what governs whether they can get a better chance or not.

3385. You said, in answer to Mr. Parkin, that you felt that the problem was to give the Africans greater responsibility?—Yes.

3386. Some of them may be very good at a particular subject and if they were better at that subject it would be of great assistance to you?—Quite.

3387. Therefore, would not it be helpful to you if we tried to find out what are these sort of blocks in the way?—Yes, it would. I knew another one, a man who turned out to be a very good nurse. It took him so long that he flung up his job and went home at his own expense and lived on the smell of an oily rag. When he had been home about a year, having taken a general course on his own, he got a notification to say that they would not mind if he took a course of mental nursing. He said "No, thank you." We did not want him to be a mental nurse. He was a man who had worked with me, but somehow or other he was turned down.

3388. How shall we find out what this "somehow or other" is?—They are interviewed by the Selection Board in Lagos.

3389. The point Mr. Parkin was making was this. We are all agreed that we want to give the Africans greater responsibility; we do not want to hedge him around with impossible conditions.—I have had several nurses. There is one whom we wanted to take up dentistry. He had not passed his matriculation, but he had passed his senior Cambridge, and they gave him a scholarship at a mental hospital; but he does not want to be a mental nurse.

3390. That is another way of frustrating people?—Yes, and they are fed up about it. The Oni interviewed me the other day and said "Cannot something be done to get the younger people put forward?" I said "Yes," but I have no say in the matter; I just recommend that this man be considered, and that is the last I hear of it.

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3391. Your recommendation goes to whom?—To the D.M.S.

3392. At Lagos?—At Lagos.

3393. Then he says "Here is a man who is recommended," and whom does he go to?—To the Selection Committee. (Mr. Mackell): The Central Selection Committee at Lagos.

3394. On what grounds do they turn down recommendations?—Possibly this man had not the necessary qualifications to benefit from the course.

Mr. H. D. Hughes.

3395. Are they qualifications imposed in England or in Africa?—African qualifications like the London Matric. or the Intermediate Degree in London. Preference is given to those people who have by their own efforts passed this external examination and given some useful service in the meantime. The criterion is whether he has given some useful service.

Chairman.

3396. But surely the recommendation of somebody who knows him is of importance?—But some of the recommendations are found to be frivolous.

Mr. H. D. Hughes.

3397. We have in England now a system of State scholarships, because we recognise that there are quite a large number of people who leave school at the age of 14 and have never taken the School Certificate, who do so somewhat later in life; and that they are capable of further education. Therefore, the British Government now is prepared to give them State scholarships to go to the Universities, and the Universities are accepting them without all the usual paper qualifications. It seems to me that that system is even more applicable to Nigeria than it is to England.—I quite agree. I think we are probably stressing the academic qualifications too much at present. If anybody could get a course for which this unqualified person could attend, I am quite certain the Selection Committee would have the intelligence to approve of him.

3398. Is the difficulty at this end or at the English end?—We have to enquire from England if there are any courses available from such people, and if they say "No," we find it increasingly difficult to get technical schools to accept people here; and it is difficult of liaison between one place and another.

Chairman.

3399. If you take my radiographer, what he wants is to go to a teaching hospital in England and study methods that they use—nothing to do with the university at

all. Why should not he go there?—There is no reason, if he has shown that he is a good radiographer here.

3400. He has been recommended and turned down?—You probably get here 400 applications for 30 places.

Mr. Yates.

3401. That was the point I was asking at the beginning: how many were capable of benefiting and that is the number, apparently: a good many more?—More could benefit than the 30 a year.

Chairman.

3402. I want to get away from this question of the scholarships. There are teaching hospitals which would be quite able to accept a man if he had a recommendation made by the Director of Medical Services, to help him to improve his technique in radiography. Why should not he be allowed to do so?—I do not think he would be excluded from doing so, but he has to take his chance with the other 200 or 300 applications.

3403. One then finds out how many hospitals, would be willing to accept the nominations of the specialists here for a special course in England?—Then we should have to increase the number of scholarships. If he does not get a scholarship then he has to go by himself.

3404. These Missions help him to do this?—Yes.

3405. I should like to call it a "bursary-ship," which is rather a different thing. Now I have one question which affects both these others. You said that the most vital thing was water supply, and there is shortage of materials and it is very difficult to get them now; but there are many schemes of water supply which could be done by making concrete dams and all the rest of it at the discretion of the local people, and they could all be encouraged to make these things. Supposing you imagine making a concrete dam: would you from your position as medical officer of health say: "No, this is going to be a source of infection and malaria"?—(Dr. Ormiston.) In practice we do not do it.

3406. You would rather have the water?—In this particular case, yes.

3407. And you would put fish in?—We would put fish in or mosquito gauze. We do our best to prevent the spread of malaria.

3408. We are trying to think of all the objections which would be raised to allowing these schemes to go forward; water supply seems to be the most important, and the quickest thing seems to be to use concrete and make these tanks and get the water supply in that way; and you think you would be able to give your blessing to such schemes?—Yes, because if the thing

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is put up and the sanitary staff is told that they themselves have to watch it, it is not a burden on the populace. We do not expect them to do that in this case; it is our responsibility, and by one means or another we would certainly do our best to check the breeding of mosquitos, and the damage that might be done by the breeding would be less than the damage done under the present system.

3409. And you would arrange for this water to be purified?—It is just so long as they have an easily accessible source of supply for decent water.

Mr. Edward Davies

3410. How many men are you below establishment now in medical staff for whom you have permission to recruit?—We are at least 8 medical officers of health below standard. We are somewhere round about 20 sanitary superintendents below standard; and I think we are about 7 medical officers below standard.

3411. What is the chief difficulty in their coming out here?—I suppose to come to a place like this you must feel a desire for it. I do not think a man goes abroad just because the pay is £50 more. There does not seem to be the desire to come here. I think the West Coast of Africa got a bad name before the war, and it has not been improved by the war. They still think it is a pretty awful sort of place, and a lot of people think that doctors come here because they cannot get a job anywhere else. You might get a man temporarily, but he will not come because he thinks that if he goes to apply for a job after he has been out here, they will say "What did you go to West Africa for? You must be either cracked or inefficient." That is not by any means exaggerated. I had it said to me once.

3412. So that to improve the salaries is not the complete answer?—No, not the complete answer.

Chairman

3413. Mr. Mackell, you have heard what we have been saying. Have you any comments to make on the questions that you have heard members put on the educational side? Are you satisfied with the system?—(Mr. Mackell.) During the war years we have had a terrific run-away expansion, especially in primary education, and our main difficulty at present is to keep that expansion under control and at the same time to keep a reasonable standard of efficiency. That is our great difficulty, and in order to do that we want trained staff in all branches of education, teacher-training, secondary schools and the primary levels and all levels, and we are really up against it now because we have not got enough trained teachers. That is our major difficulty.

Sir Peter Macdonald

3414. For schools?—For schools of all kinds and for administration of the Provinces. When I first came out here in 1927 there were two of us; each of the six provinces had two education officers. Now two are without education officers at all. So we have a tremendous amount of expansion and less personnel.

Mr. H. D. Hughes

3415. What is the sort of strategy for advancing over the next period of ten years? What things are you putting the most emphasis on as regards teacher-training, secondary, technical and mass-education, etc.?—Our emphasis is on teacher-training. By 1952 we should have almost doubled our present number of trained teachers. So we are emphasizing that in particular.

3416. Does that include the training of technical teachers?—I do not think we have gone very far ahead with that. There is a large amount of money being spent on technical education and they are just beginning to train teachers. We have not felt any effect of that in the Western Provinces yet.

3417. What have you got in the Western Provinces under the Development Plan as regards technical education?—Nothing.

3418. Nothing?—Not yet. Technical education is in Lagos, in Kaduna and in Enugu. If you include the Colony in the Western Provinces then we have access to go down and be trained in the Colony; but there is nothing in the Western Provinces proper.

3419. But how are the technical needs of the Western Provinces going to be satisfied in that case?—As regards education?

3420. As regards the supply of trained artisans, junior medical staff, junior agricultural staff and so on?—The P.W.D. train their own folk in Lagos. The Engineering people have got their own training places, and the Posts and Telegraphs their own school; others are being absorbed in the big technical college which is being started in Lagos. So if anyone in the Western Provinces is keen, he can go to Lagos if there is a place for him.

3420A. In regard to secondary education, for example, how far are you developing the technical side at the secondary level?—We are hardly doing it at all. We cannot do the science side at all; we have no science teachers to speak of, and we have only a few certified technical teachers in the whole of the secondary schools in the west.

3421. We have only visited two centres, but in both cases they had farms attached and quite decent laboratories. Is it intended that in your extension of second-

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any education that side should be developed?—Yes, we are extending eight secondary schools altogether, and laboratories are included in all of them.

3422. And farms?—They have farms anyway. On the agricultural side we are much better off than any other side. All our schools of any standing have farms attached, and we have a course at Ibadan where teachers are sent and they come back and work out a system of rotation; so that the farm work is quite successful.

3423. You do not include that in technical education?—I did not include that. I think we are doing quite well on the agricultural side.

3424. Are you responsible for mass education in this area?—We have one mass education officer and he has one assistant. He is experimenting in two parts of the Western Provinces—in Yoruba parts.

3425. With what results?—Quite good results. We have about 4,000 in one area attending evening classes, learning to read and write, and approximately the same number in another area.

3426. What percentage of your population are in primary and secondary schools?—I should say about 25 to 30 per cent. of the total number of children of school age are in primary schools.

3427. And in secondary?—It is difficult to say, because we do not know how many are eligible to go to secondary schools. Of the age group, say, 12 to 18, it is difficult to say how many are in the secondary schools, because we have no real statistics.

3428. Taking the 25 to 30 per cent., at the end of the ten year period which is covered by the Development Plan what will the comparable percentage be, under present trends?—The development is concentrated entirely on secondary schools and teacher training; it is not concentrated on primary. By 1952 we will be turning out 750 teachers a year, and most of them will have to go to make up deficiencies in the existing primary school system.

3429. So you do not really anticipate any increase in the primary education, including all the Native Administration work and so on?—No, we just anticipate the normal increase. We have a 10 per cent. increase every year as it is, and I expect that increase will continue. Our increase will be in the number of secondary schools boys who turn out and the number of teachers, but their reaction on the primary school would not be appreciable.

3430. Do you find that most of the people who have been through secondary education want to get a clerical or white collar job, or does the fact that you have a good deal of farming and so on in it mean they are prepared to go in for skilled

manual work, agriculture and so on?—The idea is changing a great deal. Ten or fifteen years ago it was clerical. In the last five years, due to Army influence, you have more mechanics. Today they want to join P.W.D., farming and so on, and they are certainly getting away from the clerical idea, whether it is successful or not.

Mr. Edward Davies.

3431. I have been struck, in the course of our tour, in the disparity between provision for girls' as against boys' education facilities. Is that a fact?—That is a fact. We have about four boys in school to every girl.

3432. How does that come about?—There is an antagonism on the part of parents to sending their girls to school. The girls are attached to the mother more than the father. The mother works in the market and on the farm and does the cooking, and she wants assistance. I have tried to persuade mothers to send their daughters to new N.A. schools but they will not do it because they would be left with too much work themselves. That is one reason. Another reason is that we have a very big Muslim population in Ibadan and some of the neighbouring towns and they are not very keen on educating the women folk. Thirdly, we are very slow in having training colleges for women, and parents are not keen on sending the children to a school where there are probation teachers in charge; we have had so many cases of girls getting into trouble, and the parents do not like it.

3433. You said that about 25 per cent. of the potential school population is getting some sort of primary training?—Yes.

3434. What ratio of that is done by mission schools, do you know?—Well over 90 per cent., I should say. We have about 2,600 schools altogether and out of these we have only 11 Government primary schools and 79 run by the native administration.

3435. And you are satisfied, unlike Dr. Ormiston, about the standard of education which is given there?—I am satisfied, but of course there is the shortage of trained teachers. Given the trained teachers, I would as soon have a mission-trained boy as a Government- or Native Administration-trained boy.

3436. What qualifications have the teachers in mission schools? Have you some control over them?—Anybody can be a probationary teacher at a very low level, starting on £18 a year, if he passes the ordinary standard six, which is the end of the primary stage. To become a trained teacher he has to do a certain minimum amount of training.

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[Continued.]

3437. Is there any provision for infants?
—The normal age of coming to school is five to six years. We have quite good infant schools in some places, but there are not anything like enough kindergarten or infant schools.

Mr. Yates.

3438. I notice that there is a considerable increase in the Nigerian estimates, most of which, I understand, is for the development of the denominational schools. It seems to proceed on a scale far in excess of anything the Government is doing. You have been in this area for a number of years. Would you say that as that development has proceeded there has been a decline in the quality?—Over all development?

3439. Yes?—There is definitely a decrease in quality.

3440. There has been a definite decrease in the quality along with the increase in the quantity?—There has been a considerable increase in quantity and a reduction in quality.

3441. And that you attribute to the lack of properly trained staff?—Yes.

3442. Are all the children medically examined before they enter school?—By no means. We have got about 290,000 children altogether in the primary schools and about 5,000 in the secondary schools, and none of these 290,000 gets any medical examination; and, in regard to these 5,000 in the secondary schools, as Dr. Ormiston has said, the Medical Department does what it can. We ask them to examine them once a year, and they do that, but they cannot do any more than that.

3443. They examine them once a year?—They examine them once a year in the secondary schools, when they can. If they cannot do it we ask the mission doctors to do it instead.

3444. Do you find much difficulty from the health point of view with the children who are entering the secondary schools?—As far as we can see, it is shocking: on examination many of them are found to have avitaminosis, scabies, tapeworms and all sorts of diseases; it is really shocking.

3445. I read in the report that you are very much held up for science equipment?—Yes, we have a terrific delay there. It is owing partly to the machinery at this end. We have got to get approval from so many people that it does take a very long time. It goes from one to the other until it finally gets to the Crown Agents, who may take another year. It takes two or three years—has taken four—to get an indent out.

3446. Apart from the difficulty in supplying, there is a tremendous delay in the procedure?—There is a delay in the procedure which we try to overcome, but red tape holds us back.

3447. I was informed by one teacher that because of this delay he had actually sent a cheque himself and been able to order equipment through a private firm, and then later he was reimbursed. Do you often hear of that sort of experience?—That is not common Government procedure, but it is a very good idea. The best way we have of getting indents out is for members of the staff in question to go directly home with the indents and say to the Crown Agents, "This is what we want, and I will take it out with my loads."

3448. He pays for it out of his own private money?—That is not done; he has got to get the indent approved before he leaves. If he gets it approved for 1949-50 and he goes out in May, 1949, he can take the indent out himself and bring it back.

3449. In the case put to me the teacher actually bought equipment and got approval after doing it, because there was such a delay in trying to get approval?—I know the Treasury would not approve of it.

3450. I understand there has been a shortage of textbooks and that the U.A.C. bought the major part of them, and that it is even difficult to obtain supplies from the U.A.C., who sell to other agents and charge a price for that. Have you any experience of this?—Yes, we had quite a lot of experience of that during the war years, and I have had personal experience as Education Officer in Ibadan here of children having to pay very exorbitant prices for exercise books and chalk and ink and so on in the market place, and on investigation we have found that those articles had been sold by the U.A.C. to some of their customers as part of a conditional sale.

3451. I think it was yesterday that I heard from one teacher that there was a black market in teachers?—There is a black market in everything; that is quite correct.

3452. I was given to understand that the difficulty in these mission schools and so on is the question of staff, and that people are persuaded to go from one school to another by special bribes?—It is both employers and teachers exploiting the scarcity of their own teachers. Everybody wants one, because unless he has one his school does not become efficient, and if it does not become efficient he does not get a Government grant, and he cannot issue a school leaving certificate, so he is tempted to steal a teacher from someone else. If a teacher is getting £120 in one school another man will offer him £150; that is how it works. If we find that happening we jump on the other school and say, "We will not pay the grant in respect of this teacher," but nevertheless a lot of it is done round the back door, and the teacher may get £120 salary and £30 extra in cash. The people who do it openly are the private schools who have no access to trained teachers except by stealing them from somebody else.

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[Continued.]

Chairman.

3453. That sort of thing does go on?—
Oh, yes; it is very common.

Mr. Yates.

3454. I suppose that has an influence upon the quality of education, because teachers will be moving about frequently in this way?—Yes.

3455. That does have an effect?—Yes.

3456. If you have not been able to achieve something in the estimates due to lack of supplies is that item carried over to the next year?—It is with reference to development estimates that you are speaking?

3457. Yes?—That is a point about which I am not clear, to tell you the truth.

Wing Commander Hulbert.

3458. What use are you able to make of mechanical aids such as radio and cinema?—Very little. We have a radio diffusion station in Lagos and in Ibadan.

3459. Do they broadcast specially to schools?—Specially to schools in Lagos, when we have the staff to do it. We sent one of our people to the B.B.C. for six months.

3460. It is still a regular feature?—Yes, but not very well done, because the reception is poor. In Ibadan it was badly done and we have given it up.

3461. What about the use of the cinema?—In our Government secondary schools we show film strips—stills, with a comment at the bottom—but we have no proper cinema. Sometimes we ask the P.R.O. to give us a show and sometimes we ask the local Rex Cinema (private enterprise) to do it, but the effect generally is very limited.

3462. You have not a mobile cinema unit which you can take from school to school?—Not belonging to us.

3463. Would it help you if you had one?—We could have one if we indented for one and had somebody qualified to use it. At present we make use of the P.R.O.'s van.

3464. You do use his van?—We do, and he goes once a year to a certain area and does not go back again, so it has not much effect.

Chairman.

3465. We are much obliged to you. There is only one question I want to put to you. The estimate that your Department have submitted is a large one, and I suppose all three of you would agree that the value of Development Schemes and the money voted by Parliament in England does depend on how far you can carry through technical education, because you

want to increase the number of Africans who are competent to do these schemes. With the present rate at which you are proceeding it does not look as if you will produce the technical people either in the medical or educational fields or the public works field in adequate numbers to supervise these schemes. Do you think yourself there is any further thing you can do? Have you any suggestions as to how you can help the Africans help themselves?—The university college will help us a lot, but I do not see any very immediate help. In five to six years' time we shall see a fairly wide degree of Africanisation.

3466. It means that some of the amounts which we are considering as an Estimates Committee will not be spent because of the shortage of material, but there are a lot of schemes which are not dependent on material but are dependent upon Africans themselves becoming imbued with a sense of doing jobs for themselves under supervision?—We have no Africans at present at all who can be entrusted to build one of our secondary schools without close supervision. The African has got to have a P.W.D. inspector over him.

3467. Could you make some comments on that, Mr. Thorpe?—(Mr. Thorpe.) Public Works—that is the bottleneck of the whole of this development. You cannot teach without a school, and we cannot build the school because we have not the staff and materials, so we have been holding up everything. We can only help when we get the engineers we are short of. We can get cement but we still want reinforcing steel. Those are the main points.

3468. You have plenty of cement now?—That is coming out now, but for three months last year we were without any.

3469. Now there is adequate cement?—Yes, there is now, but it may slow up again.

3470. How many European engineers are you short of now?—I have eight; I should have fourteen.

3471. What recommendations are you making to try and get them to come out here? Have you any suggestions to make?—I think that in another year we shall start to get engineers because those leaving the Army on a three to four years' course will be finishing next year and we shall get some then. We may get some from Palestine; we do not know. We have one from Malaya in Abeokuta. He had retired and was taken on temporarily.

3472. Today some of us went to see the new British American tobacco factory near here, and I talked to some of the engineers in charge who are employed by Taylor Woodrows. I asked one of them how he liked it and he said, "Very much so"; and then when I asked him if he had any difficulty about getting assistance he said

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he had none at all. How do you account for the fact that these contractors can get engineers and you cannot?—I do not know how qualified they are. Secondly, they pay considerably more.

3473. Do you know what difference in pay there is?—At a guess, I should say they pay at least £1,000 a year, with free quarters, including knives, forks, spoons, pots and pans. You can go there with only a suitcase.

3474. They walk into a place all found?—Yes.

3475. Is there much difference in the tour of duty?—No, they stick very much to Government duty—round about 18 months.

3476. Are you telling the Sub-Committee that the development schemes for which the British taxpayer is prepared to make a contribution are not likely to be carried through unless you can increase considerably both the salary and conditions of the engineers?—Not quite, because I think you will get younger engineers coming out in about a year's time, but for temporary staff you should, of course, pay more. They can get jobs at home and why should they leave their families? Also they marry much younger now than they used to.

Sir Peter Macdonald.

3477. You think the war has created a gap?—Yes.

3478. And that now the war is over things will begin to improve?—I think probably during the next year we shall get some Africans. They will be inexperienced but they will help.

Chairman.

3479. Are you satisfied that everything possible is being done to attract Africans to train for jobs such as we call clerk of works at home?—I think the best thing we are doing is in the Lagos school, with the training of the engineering assistants. We teach them at the school (they have to have middle six) and they go out for six months and then back for six months. We teach them what we want them to know and therefore they are the most useful of assistance we have got.

3480. In other words, you try to teach them the things they want to know and you want them to know, leaving out the things they do not want?—Yes; there is very little superfluous knowledge, if one may use that expression.

3481. And you get recruits coming forward?—Yes.

3482. And you think if there was more vocational training of a specific kind you would get people coming forward?—We have as many as we can deal with at the

moment. You have to have an engineer in charge of the school. We have not got them to spare.

3483. You have not got engineers to spare?—No.

3484. We saw some wooden houses at the School of Forestry. Is not it possible for Africans to erect those houses under occasional supervision by your Department?—Most of the military camps were mainly done by these engineering assistants, quite often directly under an engineer, and I was here during a great deal of that time. You put in a peg there and say "Twenty huts here in line," and they know how big a hut is, they know how much timber they want and the size of everything, and you can visit them three or four times a week—preferably every day—in case it is going off the line.

3485. Therefore if they could do it during the war they could do it now?—Yes.

3486. Why is it not done?—It is done as much as we can do it.

3487. We are told there is a great shortage of houses and this, that and the other, and yet we see these admirable huts, and if the Africans were encouraged to do it would not you gradually build up small firms of African contractors?—We are trying that now. We had an engineering assistant invalided because of sight—he could not go on a drawing board—and he was encouraged to take on a contract: we said, "What about taking on a contract? We will pay you so much for putting in a floor, so much for three courses of blocks." Well, he can now take off quantities of materials and do whatever we ask him, and we should like to give him a contract for the houses. He is the first man we have had who could take on jobs like that.

3488. Do you have to get leave from Lagos before you can do such a thing?—All tenders must be advertised and sent to the Tenders Board in Lagos.

3489. How long does that take?—Preparation of documents, three or four months.

3490. Once in, does it come back very quickly?—Yes, in about a month.

3491. Your own opinion is that, under a certain amount of supervision, the Africans could, if put to it, carry out a great many of these works which are badly wanted in their own way, using local material?—Certainly, but you must have an engineer to look after them. Inspectors are not quite good enough.

Mr. H. D. Hughes.

3492. What proportion of the Development Plan building is being done with local materials on the lines of cement floors?—Cement is not local

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3493. I take it you need cement floors anyway, but apart from that, with either timber or these various methods of reinforcement and so on?—I could not answer that. Practically everything we undertake is of a permanent nature. There are grants for a college, for instance. (Mr. Mackell.) We make them with African labour and put them up with mud wash, but the P. W. D. buildings are, as Mr. Thorpe said, permanent, and usually consist of concrete blocks, and all the stuff comes from England.

3494. Yes, but P. W. D. is the bottleneck in the building programme for the whole of the development scheme. Would not it be desirable, in your opinion, to try to widen that bottleneck by dropping the permanent building rule and going in for the sort of methods used by the army during the war, with local materials, which would be semi-permanent and last for a reasonable time?—Most desirable. (Mr. Thorpe.) We were talking about that this morning and we are rather in favour of it. We are getting out steel frame buildings, putting the roof on first and making the walls of mud and any old thing. If they fall down you put up another one. If the school is not big enough you make it bigger. (Mr. Mackell.) That was turned down 2½ years ago at an Area Development Committee meeting. I said, "If we want to go ahead with it properly let us put up things which will last twenty or thirty years by private enterprise," and Mr. Smith, the Development Secretary, said it could not be done; they would have to be permanent and done by the P.W.D.

3495. You have had no change of policy from Lagos on that?—No change of policy in regard to Colonial Development and Welfare projects. (Mr. Pleass.) I sought the approval of the Secretary of State to change that policy, and we had the approval at the end of March, and now a complete discretion has been given to build in semi-permanent materials wherever we think necessary.

3496. But that has not got down to the western region yet?—It was only received by me at the end of March, and a circular is in process of going round.

Chairman.

3497. When did you ask for that permission?—In October.

3498. That is good news, is it not?—(Mr. Mackell.) Indeed.

Mr. H. D. Hughes.

3499. Do you anticipate that if this policy is followed you will run up against a serious shortage in local materials?—(Mr. Thorpe.) Only in timber, because the local man himself wants to build.

3500. And can the timber difficulty be overcome?—I think we can probably get enough to carry on but not as much as we would like. The timber is price-controlled,

and the locals will pay more than the controlled price. We have no powers to requisition. It was only during the war that we were able to go down and say, "We want that" and put it in the lorry and go off with it.

3501. Is there any way in which you can co-operate with the Forestry Department?—We do co-operate with them now. They get the flitches and we saw them down, but even they are limited. They are talking about having a regulation, if they can work it, whereby when any tree is felled the Government gets a percentage of it first before anybody else comes into it.

3502. How many people are you training in this Lagos P.W.D. school?—About 24 a course; there are roughly three courses running.

3503. What is your shortage of supervisory staff?—Engineers?

3504. I meant the number?—I think 46. That does not include development or external works.

3505. So that in your opinion the Lagos School will in fact be adequate to meet your deficiencies?—Certainly, with engineers to look after them.

3506. You made a remark regarding the private enterprise engineers, that you did not know how qualified they were?—Yes.

3507. What qualifications do you need out here, and if you cannot get fully qualified men would not men with partial qualifications be better than men with none at all?—We have taken men with a degree. Then they come out for two years. Then they will be accepted by our Institute.

3508. You do not feel that people with lower qualifications would come out?—Some of these development officers have been extremely good. Maybe we have been lucky in striking the right ones. They have no qualifications at all. They can be trusted, those people, because they have had the education. In most departments we do not feel we can fully trust the African staff.

3509. So you could do with a good deal more development staff?—Yes, certainly each Provincial Engineer should have one.

3510. How many provincial engineers are there, and how many have got them now?—There is one in Oyo Province and one in Benin, and both of them are good.

Mr. Edward Davies.

3511. We have heard the medical officer say that water supplies are the most essential need. Have you got many schemes in hand and how far are you from getting over your programme?—There are big schemes in hand with which I have had

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nothing to do because they have been done by consulting engineers. In the rural water supply I think we have rather fallen down.

3512. What do you think of this proposal to put down some sort of conservation of supplies by damming rivers and so on?—That has been done quite a lot in Ijebu province. The chief trouble there is in places like Benin. The water is 200 feet down.

3513. What is your main difficulty in getting supplies of materials?—Reinforcing steel.

3514. Have you noticed any greater facility in private undertakers getting their stuff through before you?—That one cannot say at all. We keep our eyes open, and if we see a firm offloading reinforcing steel we go and buy it.

3515. But at enhanced prices, of course?—Oh, yes.

Chairman.] We are extremely grateful to you. What you have told us tonight has been a great help to us in our work.

The witnesses withdrew.

Adjourned till tomorrow.

WEDNESDAY, 7TH APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander *Hulbert*.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

At IBADAN.

Mr. F. S. COLLIER, Chief Conservator of Forests, was called in and examined.

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman.

3516. Would you be so kind as to tell the Sub-Committee briefly what is the position of the forests? First of all we were told yesterday that people ignorantly think that there is a lot of forest in Nigeria, whereas you have only 7 per cent. forest in the whole territory?—We have 7 per cent. under forest legally constituted. A great part of Nigeria is under what you might call forest or woodland, but all that area is open to the acquisition of prescriptive rights by the peasant farmer. It can be described as unoccupied land; but there is nothing to prevent the peasantry acquiring rights to farm in that area. Until we endorse the communal title for certain areas to be kept permanently forest, we cannot classify that very large area as forest. We hope to bring the 7 per cent. up to 16 or 20 per cent.

3517. That comes under the Native Administration?—We now constitute all forest reserves under the Native Authority rules, not under the Government.

3518. But you hold the view that in order to get an effective forestry system there must be some form of Government control over the whole?—We do very

strongly. We feel that opinion has rather deviated from the true line. People assume that because the Central Government is European at the present time and the Native Administrations are African, therefore any devolution of authority by the central Government on to the Native Authority is an advance towards Africanisation. What is forgotten is that that central Government will at some future date become entirely African itself, and if it devolves all its authority it will find itself an empty mockery. Therefore we maintain, as has been found in all civilised countries (Germany, France, America) that with such a long-term business as forestry, where the growth of the crop so much exceeds the life of any one man, you cannot do without State control. That is except in the case of large and entailed estates, which we have not got in this country.

3519. But in fact the Government could not take over on account of the land tenure system in the country?—I do not think there is any necessity for the Government to take over in that sense. The Government has never claimed the right of ownership of the forests; that remains vested in the people, many of them represented by Native Authorities.

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Mr. F. S. COLLIER.

[Continued.]

3520. But what you do claim . . .?—is the right to manage these forests. We allow the Native Authorities the right to patrol and protect their own forests; but we claim that the central Government, whether African or European, must have the right to control the application of technical policy.

3521. Mr. Collier, do you adopt the ordinary policy of 100 years divided into four periods of 25 years?—That is the policy that we have adopted, for the high forest, the reason being that one must make certain assumptions. We have perhaps made the mistake in the past of waiting until we know exactly what to do, and if one waits until then one never starts anything. So we have made the assumption that the high forest crop takes roughly 100 years to grow. We find that the heavy forests are burdened with rights, both European and African, many of which must be allowed for another 20 years legally. Therefore we fix our first conversion period from uncontrolled forestry to managed forestry at 25 years, because we think by about that time all the existing rights will have come to an end and the next period can start with a clean sheet.

3522. And you will start with a uniform system?—Probably. The reason we have adopted a Uniform System is that we are framing our policy completely on the expressed intention of the British Government to hand over this country to the Nigerians, and we are therefore setting our face against anything which requires a European habit of thought or a European scale of efficiency, because we do not believe that the Africans can attain that *immediately*. Therefore we are trying to introduce a simple basic forestry which we can apply at once. We hope that once he has taken over this going concern the African will develop a degree of efficiency which is compatible with his own mode of life; but we think that to try and impose anything requiring European supervision is asking for a breakdown.

3523. Now there are certain things, I understand, where you are dependent on native administration ordinances or legislation of some sort?—Yes.

3524. And the development schemes that we are concerned with are themselves dependent upon that form of legislation being carried through?—Yes.

3525. Now I understand that over 18 months ago you asked that there should be an alteration in the Ordinance, and that the words "trees" should be taken out and the words "forestry produce" should be inserted?—Yes.

3526. And that you are not able to get that done. Can you explain exactly what has happened?—The Native Administration concerned was Benin and they have lately become very conscious of the ownership of

their forests. I think that there has been a certain amount of deliberate obstruction because the Native Administration feel that we are trying to retain our control while saying that we are trying to loosen it. In actual fact we are trying to maintain a certain control because we know that they are not competent in fact to do the very technical operations.

3527. Can you explain why you attach importance to such a small alteration as changing the word "trees" to "forestry products"?—Because the word "trees" was applicable when concessions were given for the taking of a few selected species from the forests, just the picking out of the "plums" of the forest. Our new forest management is to take all the species, to get the utmost value from the forests, and we can only do that in practice by assessing the total volume of timber coming off a certain area and charging accordingly. If we took out an individual permit for each tree there would be untold confusion. An agreement was not legal if it referred to the taking of forest produce generally. It was only legal if it referred to a permit for an individual tree.

3528. I think the Sub-Committee realise that the mistakes in the past of granting these forest concessions to European and African firms took the eyes out of the forests by taking the best timber out and leaving the rubbish?—Quite.

3529. In the Estimate for forestry you have got down £165,000 odd for Departmental and you have nothing down under the Development Estimates of Nigerian revenue, but under the Colonial Development and Welfare you have £55,870, making a total of £221,000. What I want to ask you particularly is this. Have you any way in which you can get secondary industries which the Africans themselves could handle in order to make use of your secondary and third rate produce in the forests, because in normal practice if you are going to make forestry a success you somehow have to make use of your secondaries and your thirds. Has anything been done by utilising such materials as is available for plastics? I am aware that the Germans in 1913 sent a commission to the Cameroons and they produced an interesting report as to the possibilities of viscose manufactured from the trees there. Has anything like that been done in Nigeria?—That has been left almost entirely in the hands of the United Africa Company.

3530. Why should it be left in the hands of the United Africa Company?—Because the mere difficulty of extracting the whole of your crop before you begin to utilise the secondaries is a thing which is far too great for a Native Administration to undertake.

3531. Are there in fact trees which are suited for making into plastics?—I think so. .

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[Continued.]

3532. But nobody knows?—Nobody knows at the present time.

3533. You do not think that would be a suitable subject to include under the Colonial Development and Welfare Plan as a real development scheme?—Most definitely not. I quite agree that in the future that must come under consideration, but at the present time we must accomplish the absolutely essential task of acquiring the forests. If there are no forests there can be no forestry.

3534. To build up reserve areas?—To build up our actual forest estates. I have rather set my face against all development of research nature for the time being, because it is spectacular and attracts a lot of attention, diverting attention from the main task, the basic task of acquiring some forests which can be developed.

3535. The Sub-Committee would like you to put in a paper on this from the point of view of firms going into the bush and leaving a lot of rubbish and then going somewhere else; you attach importance in regard to these reserve areas which you want to build up, and what are the basic principles on which you are establishing your forest policy?—We have a Forest Administration Plan. We have just got the proofs from Lagos yesterday. It was originally drawn up in May, 1945, when the Development Plan first started, and it has been in general operation ever since.

3536. Will you please put that into the paper?—Yes.*

Wing-Commander Hulbert.

3537. The commercial concerns do own some forests?—No, but they have the right to take timber from them under concession.

3538. Is that under your control completely?—It is completely now; it used not to be; but we have accomplished what we think is an effective control.

3539. Regarding these excellent colleges we visited yesterday, do the United Africa Company come into that with you at all? Do they send any of their people there?—They would rather like to, but at the present time we are so short of European staff that it makes it impossible for us to take any more men.

3540-49. Is there an interchange on matters of research between you and the United Africa Company?—The feeling is very good, and they certainly give us any figures we want, but there has been no real research since the Forest Botanist died a couple of years ago, and we have not been able to replace him.

Mr. Parkin.

3550. Have you any firm working concessions with the intention of doing other than export the timber in its natural state?—Yes, the U.A.C. has got a plywood mill, in

which it has invested some £500,000 in capital, and I understand that they are considering other uses—made-up hardboards and converted timber.

3551. Do either you or the Native Administration have any say in the subsequent treatment of the timber cut by concessionaires?—No, we do not have any say.

3552. So that there is no control, for instance, as to what proportion of the output of this factory would be retained for use in Nigeria?—There is no exact proportion. I think the statement in the concession agreement is that they shall supply what is required, or something to that effect—what there is a market for.

3553. Does that mean that they intend to sell in their own shops?—Possibly; we cannot say; but you must remember that they have their difficulty in that it is too often assumed that there is a local market. We ourselves find it very difficult to find that market. I think that very often it is rather a pious hope than a statement of fact that there is a large native market. One hopes to *build it up*. I think it is fairly obvious that a firm like United Africa Company will endeavour to sell in the best market.

3554. Sell in the best market, yes?—And one can hardly expect them to sell locally at lower than the cost of production. That is the trouble that we find with our little pilot mill at Aponmu, that the peasantry cannot afford to pay the price that it costs to produce the wood at the present labour rates.

Mr. H. D. Hughes.

3555. We were told yesterday that it was going to be possible now to use local material for buildings and other things under the Development Plan, but that in fact there was a very severe shortage of timber ready for building houses. Whose responsibility would that be?—We have very strong feelings on that point. The responsibility lies entirely with the consumers who will not place large orders far enough ahead.

3556. You mean the Public Works Department?—The Public Works Department and the private consumer. They forget that the timber is standing. There is no such thing as a timber merchant in this country; and a person wanting a large amount of timber just suddenly says "I want so much timber," and gangs of sawyers and hauling boys have got to get together; for every such operation it takes six months before you have any production; so people start crying out that there is a shortage of timber. We have repeatedly stressed that if people want timber in quantity they must have regular orders placed far ahead, to keep these sawyers in regular employment. We tried it in the Eastern Provinces; we tried to force the Public Works to place their orders for about six months ahead, and they left us

* See Appendix 2 to Report.

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with 66,000 cubic feet of what they ordered and said they could not take it. That means that the sawyers go out of work; and then suddenly somebody discovers that he wants timber again and again there is this outcry of shortage. It would not exist if there was a reasonably planned long-term estimate of requirements, and if people would only realise that large stocks must be held and that inevitably some of these stocks will deteriorate through the white ant and so forth, and that any ordinary timber merchant takes that into account.

3557. So there is some defective co-operation somewhere between your Department and the P.W.D.?—I would not say it is defective co-operation; I think it is largely that people dare not, under Government systems of accounting, acquire large stocks of which they may have to write off considerable portions.

3558. Suppose policy changes now and it is decided to do more buildings under the Development Scheme in local materials, will you be able to meet the likely demand within a reasonable time?—I think so, if there were reasonable forecasts made of what timber is required, but I maintain that probably a year's notice is required for any large requirement of timber.

3559. On this question of dealing with the forest products, you made it clear that your Department could not handle the question of secondary industries and processes and so on, but do you feel that it would be appropriate for somebody like the Colonial Development Corporation or the Department of Commerce and Industries to take the responsibility for handling forest products?—In certain cases, yes. There was an example which came up a little time ago. There is a very large demand in Great Britain for carbon produced from charcoal at high temperatures, and we have suggested that that would be a suitable project for them to take up. There are vast areas, that is the savannah areas in the north, which are suitable, and the capital required would be £140,000 to £150,000. No Native Administration will risk anything like that, and I do not think it would be a proper risk for the Government to take. Firms are not willing to embark on this new venture, and I think that would be extremely appropriate for the Colonial Development Board to undertake. But I am a little doubtful if they need enter into the question of the better utilisation of timber forests which are already being exploited. It pays the firms to get every ton they can out of the acreage. Our control already has had a marked effect on their system of exploitation. They are using timbers which they would never have thought of using before, and I think we can leave it to commercial activity to find new uses so that they get a maximum output where the forests are being

worked; but you must remember that four-fifths of the forests of Nigeria are of very little timber value.

3560. Would you say something more about the methods of Africanisation that you advocate?—The method of Africanisation hinges principally on our experience that the literate African is divorced from bush life. I have never yet met an educated African other than a trained man who knew more than two or three of the common trees or animal or bird names in his own native language. They become entirely cut off. It is very marked to Forestry people because in the bush one can sit down with a hunter man and he is one's superior in discussing matters of the forest and the general geography of the country and the habits of the animals. With the educated man the whole time one is talking to a man ignorant in those matters. We have also realised that the Nigerian is extremely quick at memorising stuff from books and we feel fairly confident that we could put most Africans through a qualifying course which would make them on paper foresters, even though they would not go half a mile into the bush. We therefore insist that we do not train our men finally for forest duties until we have proved their ability to go into the bush, to handle men and forests. That involves the break in academic training which the Universities do not like but which I think they ought to accept because it is so important to have character and ability before you have academic qualification. That is the fact behind what we are doing. We could quite easily build up a lot of nominally qualified forest officers in no time but they would not be of the slightest value. We also feel that forestry can be divided into two parts. The first is the work of obtaining the permanent forests—consulting with the chiefs and settling what rights there are and setting aside these forests and putting them under planning. That is the capital work which we feel is peculiarly suited to European capacity; but when we have got these reserves made, with a rough working plan, we feel that is where the African can come in. He has got the groundwork and he can work on it and do forestry as it is known in Europe. He is not burdened with the land acquisition side of it. I should say that one thing I am very frightened of in Africanisation is that the acceptance of academic qualification alone be taken as implying competence. If that was so, Africanisation would go on and on and there would be a collapse when responsibility was assumed. Therefore one must have some sort of a brake to ensure that one does not go too fast, and the way we intend to impose a brake (I have not yet got full support for it) is that we assign to the growing African Forest Service the second part of forestry, that of planned

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management, not the acquisition, not the capital work. As a region, shall we say Benin, emerges into the planned stage when your forests are secure and you have a written plan, we will then appoint an African officer for that area. Two or three similar areas may come into the planned state, each with an African officer, until you have a coherent block. All the time your African staff increases the region and extent of its responsibility, as forestry progresses, whereas your European, your tutorial and capital works staff, decreases until it finally disappears; but at the same time we have that brake, so that we shall not suddenly find that we have so many qualified officers and nothing to do with them. We intend to recruit them as we make the work for them to do.

Sir Peter Macdonald.

3561. Have you established anything in the nature of a Forestry Commission on the lines we have at home?—No, we have not; it is entirely an ordinary Department. There is consultation amongst certain of the Native Authorities and with every reasonably progressive Native Administration there is very close co-operation between the Forest Officer and the Native Authority itself, which very often appoints a man to deal with forestry matters from the administrative point of view.

3562. Have you any long-term scheme of replanting?—We do not favour replanting as such; we are trying to work almost entirely on natural regeneration principles. Replanting is an extremely hazardous affair in Nigeria. In certain small localities it has been very successful: in many others it has not. One has to have decent soil and a known species and an assured demand for one's produce, because it is going to be very expensive. We prefer the extensive system of natural regeneration and already in Benin the whole of the forests are planned for natural regeneration. In two or three years we have covered 90 square miles with very promising growth, naturally grown from natural seed. In that same province we have some 800 or 900 acres of artificial regeneration each year, but that is negligible in comparison with the natural stuff. In a short time we hope all our reserves will be planned on that line as seedling in the south in the high forests and coppice regeneration in the north, where you have savannah.

3563. And you are short of Forestry Officers?—Terribly short.

3564. What number are you short of now?—Excluding specialists, I think we are 17 short.

3565. Out of a total establishment of—?—We have 44 at the present moment so it should be 61 or something like that.

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3566. Are any steps taken to recruit or train Forestry Officers?—Training is in full swing again, but this again is a point on which I feel very strongly. We have a lack of 17 and I am quite confident that the Forestry Schools cannot produce more officers than we need for our expansion programme. They will never make up that lag, and a matter which I am fighting very strongly at the present moment (and I am waiting for an opportunity to discuss it with the new Governor to press it still further) is that in the face of this lack of trained men, to make up the lag we must select men who are of a competent administrative type and train them ourselves. I am convinced that we could perform these initial duties, which are so important, with ordinary men who are not afraid to go into the bush, who are keen on forestry and reasonably intelligent. Both my Deputy and myself are rather heretics in that we both are shy of those who look upon forestry training as an academic affair which you can easily acquire. Such is no guarantee whatsoever of a man being a bush forester in this country. It may suit Europe, where things are cut and dried and have been for hundreds of years, but I myself consider that if we cannot get 17 men—and they must be untrained because we cannot get trained men—within the next few years, the Development Plan, as far as forestry is concerned, will collapse, because we shall lose interest and lose the interest of the political people; they will say, "It is no use backing this because it cannot succeed." You will not get the type of man you require on a short-term contract. All the good men at the present time are looking for a life's work and not for a temporary job. We do not want rolling stones, therefore we have to have untrained men of good quality but untrained academically for forestry. These have somehow to be brought in to the forestry establishment.

3567. Is forestry one of the subjects on the curriculum of the new college?—We do not quite know, and we are not pressing it. We think it is a little early. I do not see where they are going to get the teaching staff. You see, it is no good having the academic forester who merely knows Europe, because forestry in the present state of Nigeria is a completely different art. It is administration: it is not technical forestry.

3568. Could not you have a system of training whereby they would get the academic in conjunction with the practical in the country?—Your pundit can lead people astray so much: that is what I feel. It will be an excellent thing if they can get a School of Forestry out here. It is a thing we would like most definitely but at the present time, just looking round, one wonders where they can get the competent staff to teach, and it would be a tragedy to have incompetent staff, because

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teaching the African is a very special art indeed. You cannot just read out from a book, if you want to get your ideas across and not the words only. It requires a very special type of man and he has got to know the fundamental practice of his job. The temperament of the African is something he must fully understand, and how to get things across to him. That is what we are fighting for at the present time, and, quite frankly, I think it would be a disaster to proceed too quickly, much though we would like the school.

Mr. Edward Davies.

3569. I have only two questions to ask you after your wise and informative statement, and they may not seem strictly relevant. We are asked to supply to the Nigerian Railway from our own country a considerable number of rolling stock—wagons. Have you any knowledge of Nigeria helping itself in the provision of wagon bodies?—I did not think it was the wagon bodies so much as the steel parts that were holding us up.

3570. There is a note in this document about 95 wagon bodies required by January, 1949. This is the type of thing with which we are having great difficulty in our own country, and I should have thought we might have helped ourselves over here?—I quite agree. In the past there has been a little confusion of thought in the matter of these wagon bodies. Coal wagons have been built in the past of the best mahogany, which is uneconomic. It is far better to export mahogany and to import cheaper pitch pine. At the present time there is suitable construction timber in the country which is not of much value elsewhere. Whether it is just a matter of arranging supply I cannot say; it is possible. We supplied about 330,000 railway sleepers two or three years ago. That absorbed the whole time efforts of a European officer whom we could not spare. We have had to tell the Railway we could not continue with these exploitation projects.

3571. It is worth looking at again?—I think it is. I do not know whether it is not worth considering the possibility of pressure on the exporting firms.

3572. Do they do any sleepers?—We have stopped that because we could not afford the men. The Railway do get quite a number of sleepers from the United Africa Company and quite a number from native contractors, but one of the troubles with sleepers is that the Nigerian Railway specification is, I believe, more rigid than the Midland main line track in the way of sleepers. With native labour we have had to keep up to specifications which are slightly more definite than those of the Midland Railway.

3573. There is, of course, a policy of replacing trees. You have not told us

much about reforestation?—I can probably explain it best by a short account of Benin, where you have the most valuable forests in the country, and the same system will be extended to other forests. The Benin forests are subject to a strict area control. We assume the forest crop takes 100 years to grow and therefore we have limited the firms to felling each year only one-hundredth of the area of those forests. That will ensure a continuity of yield, and at the end of 100 years the first plot felled will have had 100 years of rest. In addition to that we insist upon them laying down their programme of work for the next 25 years, that is, they state exactly into which compartment they will work in each particular year. Five years before the firm is due to fell, we go to the area and put in our trained men and remove what we call the middle storey. Half way between the ground and the top of the big trees there is a tremendous mass of foliage 20 to 50 feet from the ground. Each year the seed falls from the top canopy, germinates and dies because of the excessive shade of this middle storey, so we remove the middle storey entirely by poisoning: we put a girdle round the tree and pour in sodium arsenite. That is because nobody wants the trees, but we hope in future years there will be a market for them as firewood. We treat them with that poison and cut all the creepers away and clean the ground, and those operations are repeated for five years. The seed falling from the parent trees has an opportunity of germinating and getting away. Speaking generally, the results of this have been good. At the end of five years a firm comes in and fells the economic trees. We come in again after them and clean up the area and have periodic cleanings up to 15 years. We have only been at that for five years. The same system will be imposed, altered according to circumstances, for all the forests in Nigeria in time. That is a quite definite plan of reforestation by natural method.

Mr. Yates.

3574. I notice in the report that you have a project to exploit savannah woodlands for the production of small size timber for front door frames and window frames, and that has been held up pending the arrival of machinery?—That is in operation and has been for a month, and I was looking into it on the trek from which I have just returned. The mill is producing the small timber—there is no doubt about that—from trees which would never have been thought of before, but the Native Administration which is financially responsible for the scheme is getting extremely nervous about it. The Emir of Zaria is a very shrewd business man and he maintains that the prime object of this scheme is to show that the savannah woodlands can be worked and to encourage in people the demand for the small sized timber of rather inferior quality,

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he maintains that that should be a central Government activity applicable to the whole country and that a small Native Administration should not be saddled with the responsibility. He very wisely said, "There is a possibility of profits and therefore one must envisage the possibility of losses, and if there is a loss of £200 the Native Administration cannot stand it." I think he is quite right. It is a thing which I am going to have taken over by the central Government if I can. The Native Administration accepted financial responsibility, I find, very much against its will right from the start.

3575. So you are not awaiting any machinery now?—Machinery is out now. It is not quite what we wanted and we hope when things get better to have something a little safer. The trouble is that it has a drag feed. The bench is stationary and the logs have to be pushed on, and with a distorted log it may buckle the saw and smash somebody's hand, so we want a table which travels into the saw.

3575. In view of the fact that you only spent just over £8,000 from the Colonial Development and Welfare Fund for 1946-47 and you have in your estimates an allocation of over £50,000 for 1947-48, do you think you will spend that money?—We cannot unless we get officers. Although we are only six officers short on our Development Plan, we still have this lack of 11 on our ordinary estimates, and we have had to stop recruiting clerks and Forest Assistants, because it is no use recruiting the African and then leaving him to wander round by himself. We find that the school training is only a preliminary. Where the man really learns his work is in going round with a working European Forest Officer in the bush. We have not got those and therefore we have to bring our development down to a halt.

Chairman.

3577. We are all greatly indebted to you for the very clear way in which you have answered the questions. I think that I would like to tell you that we do so welcome somebody who has a definite concrete plan based on experience. May I put these two points to you? When we went to the school yesterday we were told that there were rodents and that there was very little knowledge about them. Do you think it would be helpful to you if there were a

West African School of Forestry—I do not mind where—set up, coupled at the same time with the study of natural history; because, if you think it would be a good thing, that is something to which we could advocate that money should be devoted?—Yes.

3578. I say "West African" because yesterday we came across some Sierra Leone students, and it seems to be something which might be set up to serve West Africa generally?—I think that a West African School of Forestry would be a good thing. At all events, it is an economy of staff, and teaching staff is going to be a difficult problem. By a West African School of Forestry I assume you mean the same sort of school as our Ibadan one, which is on a sub-university scale?

3579. Perhaps you would develop that in the paper which you are going to give us, because I gather you think it would be helpful if we could do all we can to give you assistance with the right type of European to get your show going?—That is what we need more than anything else; the African Forester, in my opinion, is helpless without European guidance.

3580. At this stage?—Yes. It is no good half teaching a man and leaving him. It is worse than useless. You have to teach him right up to the stage where he can think for himself.

3581. We should be very much obliged if you would devote a paragraph or two to that in your paper?—Yes. When you say there is ignorance of rodents it bears out my points. Men at the School have to be taught about rodents by a European, who obviously cannot have the close association with rodents in the Bush that an ordinary farmer can have. But there is no ignorance whatsoever among the peasantry and the farmers; they can tell you the life history and name and identify any rodent they see. It is the terrible gap between them and the literate African which worries us most of all. There is the ordinary countryman's knowledge, which is extremely acute and exact, and that is being lost completely and absolutely in the transition from illiteracy to literacy.

3582. We all think your work is extremely important, so if you could emphasise the most important points and make suggestions as to what would be helpful to you, we should welcome it?—Thank you.

The witness withdrew

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Chief J. R. TURTON, the Risawe of Ilesha, Member of the Western House of Assembly and Member of Area Development Committee, The Hon. AKINPELU OBISESAN, Member of the Legislative Council, The Hon. T. A. ODUTOLA, Member of the Legislative Council, and Mr. A. E. SANDA, Member of the Western House of Assembly and of the Nigerian Cocoa Marketing Board, were called in and examined.

Chairman.

3583. The first thing I would like to ask you is this. Would you like to explain to us in regard to the Development Plan what your general views are? We should like to know what you think are the most important parts of the development scheme, and whether you think water is more important, or health or schools. Which order do you put them in?—(Chief *Turton.*) I think I would put water first, education next, and then lighting.

3584. Electric lighting?—Electric lighting, unless both water and lighting could be run together by the same power. Then we want roads, so that we may be in easy communication with our people in the villages and in neighbouring towns—especially feeder roads. Those are the chief things. In regard to education we find that we need qualified teachers for our secondary schools especially, and the lack of these has resulted in some detrimental effects, in so far as in one secondary school with which I am connected, i.e. Ilesha Grammar School, if we had sufficient qualified teachers we have no doubt that we would have got quite as large a grant as our neighbour in Oduduwa College. So for whatever assistance we can get in regard to education we would be greatly obliged to you.

3585. On the Education Vote, which is the largest, it is £2,669,000, of which the Colonial Development scheme amounts to £155,000. Will you answer me a question which is puzzling me? I am very struck by the skill of some of the African artists, and in none of these schemes is there anything devoted to art. Do not you attach importance to drawing, painting and music?—I think we would regard those as items of secondary importance. We have our artists, but the people have not sufficiently advanced to the stage where they would appreciate the expense and the labour devoted in training Africans to qualify for Arts. We would greatly benefit if we could get our people educated in engineering and teaching.

3586. We have got a lot to learn from Africans about African art?—Yes.

3587. I do not suggest for a moment that you should spoil African art by trying to make it European; but there is a lot of talent in Africa and you want to encourage the African talents and help them?—I see.

3588. In regard to carving, brass-work, leatherwork and that sort of thing which you do so very very well?—I think we are trying and we shall continue to try, but at the moment the supply is up to the demand

among Africans; so we would rather take first things first, that is, to enlarge our educational field, and build our roads and instal our water supply, which will enable us to improve our health. By the time we have attended to that we shall not have lost all those in the present generation who are skilled in Art and who could still teach Art.

3589. Do you take part in the discussions in the Western House of Assembly?—I do.

3590. Are they fully acquainted with the Development Plan?—They are.

3591. Are they given an opportunity of expressing their views on it?—Yes.

3592. Would you like to tell the Sub-Committee whether you think enough has been done to make use of African material without waiting for materials which are scarce at home and getting ahead with things, for instance possibly using cement? What is the view of the Western House of Assembly? Are they disappointed that better progress has not been made?—(Mr. *Odutola.*) The general feeling is that progress of this development is very slow. Each time we are told that shortage of materials and skilled men are responsible for that. It is hoped that something will be done to train as many men as possible. We all appreciate that it is very difficult to get skilled men from Europe at the present time, because people in Europe have got to build up their own countries; but we think that something could be done to train as many Africans as possible to help in carrying out the development, and then the progress would be greater than it is at present.

Mr. Yates.

3593. May I ask Chief Turton how many members there are in the Council of which he is a Member, the Western Region?—(Chief *Turton.*) The Western House of Assembly?

3594. Yes. Is there a majority of nominated members?—We have only eight nominated members.

Chairman.

3595. We have a book which gives the details of that?—Yes.

Mr. Yates.

3596. You did not mention very much about health. Do you think it is more important to build schools than to build hospitals?—I think we need assistance in both cases, but we feel that the need is more urgent to have more schools, although we cannot ignore the fact that if

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we get an extension of medical facilities, so much the better. We cannot ignore medical facilities. As a matter of fact when I say that we want good water I am connecting it with health.

Mr. Edward Davies.

3597. We heard something yesterday about the education programme which is envisaged for your country, and I was struck by the small provision which is being made for the education of the girls. The ratio between the girls as distinct from the boys was very striking. Is there any reason why we should not hope to give the girls a better chance in the future?—We are becoming alive to the fact that our women-folk should be better treated than before, but the previous practice has not been such as to encourage such an idea. We use them for economic purposes; in the hinterland we have women to assist us in farm work and harvesting and doing other things where you cannot get labourers or slaves, or anything of that kind; but now that we are having an increased number of educated boys we feel that we should have an equal number of sufficiently educated girls. In this connection I wish to refer to the question of the women's training centre which it is proposed to establish at Ilesha, for which I think several thousands of pounds have been earmarked. That project has been on now for over two years and we are very anxious that something concrete should be done, instead of a mere promise on paper. About two days ago I had a deputation of Ilesha young men—educated young men—who came to stress the fact that wherever opportunity offers I should try to see that the establishment of women's training centres should become an accomplished fact. Just now if there are no teachers surely the number of schools must be curtailed. Secondly, you cannot make provision which would be useless, or rather could not be used for a number of years.

3598. We are all most anxious that your Development Plan should have the effect of improving the standard of life and the general happiness of the people. In that connection we hear many observations in the local Press about the provision of industries, secondary and otherwise. Have you any views on the industrialisation of your country and the projects which are being taken in hand?—Yes. I feel very much that every help should be afforded to us to introduce industry and industrial organisation into Nigeria. We have several raw materials which go to waste after supplying the mass of the people, which we could make use of, and which, if manufactured locally, would be a great help not only to the people of Nigeria but to the mother country too. We have a large amount of cattle in the Northern Provinces, but we have got to buy milk, which before

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the war we used to get for 2½d., for 6½d. now, and in the black market it runs as much as 1s. 3d.; and the same with cocoa. Well, I think we have more than enough cocoa but we do not know how to use it. It is turned into big money when it leaves us and it comes back to us in tins which would cost us 3d. if we knew how to produce it locally but which we have to pay 2s. 9d. or 3s. for. We want to be independent if we could be assisted to do that. I think efforts are being made to assist us in connection with this development scheme and we are grateful for that. We know what the price of cloth used to be before the war and what it is now; it is over six times the price and in some cases 10 times the price that it was before the war; whereas we have cotton rotting in our fields which, if properly handled, could be made better use of. These are a few examples of what I think we should concentrate upon. I think the development officers are alive to their duties, except for this oft-repeated statement: "No staff and no materials from Europe." We can understand it when it is placed before us because we know the effects of that unfortunate world war and that it must be a long time before things can get back to their previous state; but we think we should be taught how to produce these things, things like butter and cement. As a matter of fact there was a time when the unfortunate idea was prevalent locally that the Europeans did not want us to know how they made plates and basins. However, one well-to-do gentleman called Captain Davies at Lagos managed to send his son to Europe; he had qualified in crockery-making but as he was coming back he was unfortunate enough to die before he could do anything. So there are many who say "Oh, Europe do not want us to know how to do these things." We are really honestly appreciative of what you are doing for us and we are grateful to you. We know you are trying your best and we pray God will help you. There are certain things which you are trying to show us and which we are ready to learn, and in which we shall get ahead very much.

Chairman.] Thank you very much.

Sir Peter Macdonald.

3599. Chief Turton has already answered this question of encouraging local crafts and handicrafts in the villages. That is being encouraged, is it, the making of pottery and things that you have made for a long time?—If that were a question put to me, I should say that it would be just these curios that one finds in the museums and what not; but it is a question of making domestic materials for use. We are anxious, for instance, to learn about padlocks, and that is a thing we have managed to learn about; so that in Ilesha

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50 per cent. of our hasps and staples are made there and some people are even trying to make nails and things of that sort. We do want industries like that to be encouraged. When the question was first put to me by the Chairman I thought he was referring to picture painting, but I presume you were referring to crockery and so on.

3600. Local crafts which the Africans are already expert in: are they being encouraged?—Oh yes, we need that.

3601. Rather than importing these things?—Oh yes, and we have a section of Nigerian people who have plenty of initiative and that is the Jebu people; they have invented several things, or have managed to make things similar to those which are being imported, and people are getting used to them. If such people and others can be encouraged, well and good. We have very nice mats at Ilesha and in the neighbourhood, of which we have been asked to send samples to administrative officers. I think they are going to examine them and see whether it would be a paying proposition if we could be helped to turn them out by the hundreds or thousands. Oh, yes.

Mr. H. D. Hughes.

3602. How many Africans are there on the Area Development Board here?—One (myself) for the Western Provinces, excluding Benin and Warri; and one for Benin and Warri. We were both selected by the House of Assembly.

3603. Do you think more African representation on the Area Development Board would be a good idea?—Yes, it should be. We cannot refuse good things; two heads are better than one. If the number can be increased, well and good.

3604. May I ask our other friend, Mr. Odutola, a question. You said you thought more should be done to train Africans to take responsibility. In what ways would you like to see more done at the present time in training?—(Mr. Odutola.) At present our Department of Education has been doing its best to see that Africans are trained for the senior appointments; but I know we have more boys coming out of school, and now that we cannot get men from Europe to do most of this development work, if Africans are trained it would be very helpful. For instance, in some cases we are told that it will take two or three years before you get people to do the particular work in connection with development. Instead of waiting for three years to get the men, we feel that if local men are sent to England to be trained, by the time they come back it will not take us as much time as it would if we waited three years for men from Europe to come over here.

3605. Yes, but you are thinking mainly in terms of sending people to Europe rather than seeing what can be done here with the Ibadan University or the new training colleges and schools in Nigeria itself?—Some may be trained locally, but I feel that more could be done in Europe than locally, because in most cases it would require wide experience, and I do not think we have much experience in Nigeria. For instance, we talk of Ilorin, but unless somebody to be taught goes to Europe now I do not think he would be able to get much practical experience.

Mr. Parkin.

3606. We have asked a good many witnesses for their views on how far it is possible to pick out certain items from the Development Plan which can be most easily carried out with local materials and local effort and put the responsibility for those items on local authorities or on Native Administration, or on regions, without having to rely entirely on London for supplies of materials which are short. I would like to ask Mr. Odutola, because he is a Member of the Legislative Council, and of the Western House of Assembly, whether he feels that there is a right balance of responsibility between those two bodies or whether more could be taken away from the Legislative Council and the Central Government and put on to the provincial government?—As regards the development scheme, I had in mind the making of cement and other materials, but until that sort of industry is set up here I do not think we can do anything locally. We have to rely on supplies from Europe because the only thing we can get locally is timber and probably sand. Other than that there is nothing we can get locally. At present the officers responsible for the development scheme are doing their best. The only trouble that we have is the question of the shortage of staff and materials. Take, for instance, the case of a province my friend referred to a few moments ago. The people there were promised about three years ago that their electricity scheme would be put on one of the highest priorities; but up to now nothing has been done. The engineer who was investigating and starting the scheme a few years ago resigned and so far no other engineer has been obtained. You can just imagine how difficult it would be to get these people to agree to what we are telling them.

3607. Which of these two bodies of which you are members do you think enables you to do the most practical work—the Legislative Council or the House of Assembly?—I am a member of most of the committees of the Legislative Council and the House of Assembly and I have participated in any discussion on any matter in which I felt interested.

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3608. I would ask Mr. Obisesan to add anything he wishes on that. Does he think that there is more work that could be delegated to local authorities; that there are some aspects of the Development Plan which could be better carried out locally?—(Mr. Obisesan.) I did not know we would be called upon to say anything here; I thought we would be introduced to you and that no discussion of this sort would take place at all; but, now I am before you, I will answer the questions. I feel that if this country is allowed to develop itself, more responsibility should be given to the House of Assembly to enable it to delegate some of its authority to councils. That is my feeling.

3609. And then you would feel that in the House of Assembly complete responsibility might be handed over to the Risawe for carrying out matters in his own area or among his own chiefs?—Yes. (Mr. Odutola.) That is going on now.

3610. But you would like to see it increase? We have learned in the last few days that there was a shortage of cement but that the position is likely to improve and that you are likely to get more cement. Will that enable you at once to speed up your delegation of authority?—Yes. The point is that the things we are getting now in the regions were not being given to us two years ago, and there was no House of Assembly two or three years ago, and what we say is that not enough has been done to give the regions a greater share of responsibility. But to-day each region is allowed to see much more of its own affairs, and it is not merely a matter of them being done only by the Lagos Secretariat.

3611. Suppose you were able to say to the Risawe, "Here is so much cement and so much money, now you get ahead with your local schemes," what control would you have over him? He is a very go-ahead man and wants his grammar school built up quickly and he might take more than his share?—(Mr. Obisesan.) We have the District Officer to give advice.

3612. So that the control would operate from Government through the District Officer, and you are quite happy that these two channels are running smoothly?—(Chief Turton.) We have found that development works are going too slowly, although we know that Government means well; but if in two or three years very little is done, it gives rise to the fear that in 10 years not a great deal will be achieved, so we have suggested that certain works which are not of too technical a nature should be delegated to native authorities—things like roads and bridges, which are of great importance but are not too difficult technically; and we say that wherever it is possible for native authorities to do that work of development they should be allowed to do so. I am a great

advocate of letting the native authorities have a hand in the speedy advancement of development in their areas, but, of course, they must be given the funds to do it. I think at the last meeting of the Central Development Board a decision was taken to the effect that Residents should be given the power to turn over schemes to the administrative officers in charge of the local areas who, with their assistants, can direct the local authorities along the right lines in speeding things up; and I think that if we are able to proceed on those lines things will work well.

3613. So much for the Development Plan. Now, Sir, the Risawe spoke to us about his own ideas of local development of industries and crafts. If he has in his area a scheme for making pottery or cloth, I take it that he would encourage the formation of a local firm to develop that?—Most certainly.

3614. A local African industrial firm?—Yes, we would do what we could in that regard.

3615. There is provision under the Development Plan for assistance to be given to the Nigerian Local Development Board for that sort of thing?—That is so.

3616. What is your channel of communication there? Would you put up your scheme to them? How do you come in as a member of the Area Development Committee in relation to the Local Development Board?—The idea is that application for grants or advances from the Local Board funds should be made either through the administrative officers and the different divisional committees or even direct to the Central Development Board, in which case, if they found it necessary, they would make their own investigation. The idea is that some people do not want to have their private affairs exposed through all the long channels of going through the local council and then on to divisional committee and then on to Development Board and then on to Area and then on to Central, and so forth; but we have an arrangement now by which we can apply and efforts are being made to put it into practice. Hitherto, our people have not understood it to the extent that they should understand it, as they did not take advantage of the body. They are doing that now. The Native Administration, for instance, at Ilesha, want a market and other things, but how are we to have them without sufficient funds to carry out the work?

3617. All you want is cement?—Yes.

3618. Now you will be able to get it?—If the people in Europe who make iron sheets could be encouraged by some means to go faster, we should be greatly obliged. We appreciate that iron sheets are being used to repair houses damaged during the

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war, but if you could give us a bit out here regularly, so that we will not be wanting them, it would help a great deal. They used to cost 3s. or 4s. each and now they are 12s. 6d. or more, and that price is hardly within the financial resources of the ordinary people.

3619. But you do not want iron sheets to be used in the future as they have in the past, do you? Do not you expect to have something better?—Yes, if we can get something better that is all right, but is it possible to get anything better?

3620. Do you think you could make something better?—(Mr. *Odutola*.) We have an enormous quantity of clay in Nigeria. All we want is somebody to come out and teach people how to make tiles. (Chief *Turton*.) Something of that sort is being done at Enugu or at some place in the south, but the cost of transportation is prohibitive. (Mr. *Odutola*.) We can get the clay in Ibadan here. (Chief *Turton*.) Yes. (Mr. *Sanda*.) As regards help to African companies or industrial groups, much has yet to be explained. The public do not understand what Government means by it, and how they can get the aid from Government and so on? As to what kind of group is meant, whether local industry or any ordinary trading company, we are not at all clear.

3621. It is in the book?—But nothing practical has been done outside the book. We read a lot year after year in this country about this Development Scheme but we can see nothing at all to point to. We do not know what has been done; we cannot see it.

3622. But if half a dozen of you were agreed that what you wanted was tiles, that there was the material to make tiles, and that you did not want sheets, do not you think such a project would be possible?—(Mr. *Obisesan*.) If we could get tiles there would be no clamour for sheets.

3623. It is stated in the Development Plan that the Local Development Board has power to make loans to African companies registered in Africa and to partnerships of Africans working to develop these things. If you agreed on a policy and you pressed forward with it, do not you think you would get your tile making industry in Ibadan in the end?—(Chief *Turton*.) Would they be as cheap as iron sheets?

3624. You must agree on policy?—(Mr. *Sanda*.) The important thing is how to approach Government or the Committee to get what you want.

Mr. *H. D. Hughes*.

3625. Is it true that the Local Development Board which can give loans has advertised in the papers here that Africans who want loans to set up their own schemes can apply for assistance? Have any of you

seen an advertisement to that effect?—Yes, it was in the paper about seventy days ago, in December.

Chairman.

3626. I would like Mr. Haig to say something on this?—(Mr. *Haig*.) The intentions of the N.L.D.B. have been widely advertised and they have publicly stated they are very disappointed with the response, and they have, as you know better than I do, extended their clientèle to companies, and in my view the fault lies with the lack of initiative on the part of African firms to take advantage of this. It is true that the conditions required by the Board are strict in the matter of security and so on, but if there are African firms which are properly established it seems to me that they have every opportunity of taking advantage of this, and it has been adequately publicised.

3627. You think it is sufficiently well known?—Yes. (Mr. *Odutola*.) That is the view I would like to express, because I am a member of that Board and each time we examine an application for an advance we must make sure that the people applying for it are going to be able to pay back the money.

Mr. *H. D. Hughes*.

3628. What did Mr. Sanda mean when he said that nothing practical had been done?—I am in a position to know whether anything has been done, and I still maintain that nothing much has been done. The man-in-the-street does not know what is happening and there are no proper channels through which to let the public know what is happening. The only proper channel through which to do it, so far as I know, is to get the thing formulated and have it explained to the local councils. The efforts are not made in the proper way.

Chairman.

3629. Do you want to add anything to what Mr. Sanda has said?—(Mr. *Obisesan*.) I do not see eye to eye with what he has said. Take the case of the Local Development Board in Ibadan. I became a member in 1944, and through that Board application for amenities and water supply could be made, and through that Board it went to the Western Provinces Board and then to the Central body. If Mr. Sanda says he does not know about it he must have his reason for saying so.

Wing Commander Hulbert.

3630. You know little or nothing about the Development Plan, you say?—(Mr. *Sanda*.) Yes, that is so; I said that.

3631. What means do you adopt to educate the African people in regard to what will be done and the reasons for the present

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delay?—The best means up to now is to sound opinion through the local councils of the Native Authorities. Once you let the chiefs know what is happening, everybody gets to know about it, and people can take action. I think that Government and the members on the committees have been making honest efforts but not through the proper channels to get in touch with the people, for whom the Plan is designed. (Chief *Turton*.) I do not agree, because in my capacity as a member of the Western House of Assembly I represent the Oyo Province and we have five Native Authorities in that Province. Twice in the year I used to go round each Native Authority and tell them the news. When we had the first Central Development Board I was shown a list of things for which loans could be granted if people would approach Government. I took the list with me and I went to several towns in the Oyo province to tell them the good news that Government was prepared to lend money not only to Native Authorities but also to members of the public who came forward and, of course, satisfied them that they were men of substance and not men of straw. I did that then, and I can say that I will continue to do it. We used to go round once in every six months or more, but we have gone round three or four times in the last year, and I have told them that Government wants these things to be brought to their notice. If, as Mr. Sanda has said, people have not come forward in any number, I can only say that I will go round with my colleagues and write down a list of the things we tell the people in each district. We have a very appreciable organisation in the Oyo province. Apart from the local councils and committees in the actual Native Administration in which we live, we have meetings at which we advise them on matters on which assistance is required from the Development Board; and after matters have been threshed out they go forward to the Provisional Board and from there on to the Central Development Board. In some cases the heads of departments are able to do this without further approach to the Central Development Board. I think the arrangement is going on sufficiently well, and they are certainly getting the advice, though whether they are heeding it all the time I do not know. It may be that some of them are still afraid of approaching Government for a loan, because, after all, a loan is a serious thing for individuals; but there is little excuse for native authorities if they do not apply. We have had reports that some people at Warri and others at Ibadan have applied either for markets or for improvement of roads and buildings. (Mr. *Obisesan*.) Yes.

3632. You said at the beginning of your evidence that owing to the unfortunate war there is a shortage of capital goods and men

which has been the sole cause of the delay in getting on which the Development Programme. Have you explained that to the African people?—(Chief *Turton*.) Yes, I have explained that to them but they think a period of two or three years is too long for such an excuse.

3633. But they know there is still a great shortage in England?—Yes.

3634. Can you tell the Sub-Committee by what percentage the cost of living has gone up in the last two years in this country?—Our Member for Commerce might be the best one to answer that. (Mr. *Sanda*.) I would say that the cost of living (confining my views to the commercial area of the Western Provinces, outside Lagos) has gone up about 25 to 33 per cent. That is confining my views to the conditions for Africans living here.

3635. And wages have gone up?—There has been a lot of trouble about getting wages to rise commensurate with the increase in expenditure in the markets. I think it has just been settled by Government administration, and what the Government and Native Administrations do will be followed by the commercial houses. This increase has been contributed to in considerable measure by the high cost of imported goods and not by the cost of the local foodstuffs that we live on. It is the cost of clothes and other necessities—the essential goods that we use in this country. That is what is causing difficulties to people at the moment. If this goes on, the next few weeks will see a rise in prices generally.

3636. Is there a shortage of consumer goods here?—The practices in trade do not help people to know whether goods are in short supply, because prices continue to rise, and the conclusion that everybody arrives at is that consumer goods are in short supply, and the result is that they are sold at higher prices than a month or three months ago. (Mr. *Odutola*.) Before you wind up, I wonder if you would allow me to say one or two things with regard to development?

Chairman.

3637. Certainly?—My friend, the *Risawe*, mentioned something about industry. I would like to say one or two things about it. Take, for instance, textiles. For years and years we produced our cotton, we paid freight charges for it to be sent to Europe, where it was manufactured into yarn; and then we pay more duty and more freight in order to buy the yarn back at about five or ten times the price for which it was sold when we produced it in the first instance. I think it is high time that something was done to get spinning machines into this country so that we can do our own weaving. Government has been alert in the way of developing textiles, but the spinning

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wheels used at the moment are good only for people in remote areas of the country and are not what we require for the broader industry that we are after. I mentioned tiles a short time ago. We have enormous quantities of clay in this country that could be used in the making of tiles and for other things. We want Government to help us to develop this industry. There are people who like to use iron sheets but I know many people who would prefer to use tiles instead of iron sheets. Personally I would much prefer tiles to iron sheets, which are hot, whereas clay is cool.

3638. That is one of the points?—That is another concern.

3639. In the development scheme you are talking of yarn. There is a figure down of £150,000 for establishing a spinning mill, and you are in favour of that, are you?—I am in favour of that.

3640. But in addition to that you would like to have improved forms of spinning as well for the isolated people, so that in their spare time they could be spinning for their own purposes?—Yes.

3641. And you are in favour of having textile instructions at these centres so that these simple machines can be put up in a village?—Yes.

3642. In regard to tiles, would you like us to consider whether experts might come out here to help in regard to the manufacture of tiles so that you can get tile works going; and also go into the question of transport?—Yes, transport too.

3643. There is one other question: we have talked about firms. Have you ever considered forming co-operative societies amongst yourselves, not only for production but for retail?—The Registrar of Co-operative Societies has been doing his best about that, and through his own activities we have been getting together for many years to form co-operative societies, and in that connection the people are getting together too to form co-operative societies for selling imported goods.

3643A. Mr. Pleass, have you anything to add?—(Mr. Pleass.) I would like to say that schemes have been put forward to the C.D.C. (with Government agreement) for a spinning mill at a cost of £125,000, and a bag-making factory. We are having great difficulty in getting sacks. There is also a scheme for a cassava-starch factory; for the local extraction of oil from locally grown oil-seeds, either in one or two large plants, or half a dozen small plants scattered over the country; for a charcoal and carbon-black factory. They are on the way. The intention is that when I go on leave in May I shall have discussions with the C.D.C. about those.

3644. That gives you gentlemen an indication that the Development Department

are conscious of all that you have told us?—(Mr. Sanda.) I want to say something now. I think that this development scheme must be considered seriously by the people concerned. We have read a lot about it but nothing has been done that you can point to. So let us do a little rather than nothing at all. The question of shortage of staff is the excuse upon which the Government hang everything which is promised and not done. I do not know how many years we can listen to such excuses. Africans qualify at the universities and so on, but they are not given qualifications in engineering and industrial scholarships; the Government will give dozens of scholarships for welfare officers and so on, which will produce nothing in the country.

3645. We have heard that in previous evidence, and we are very conscious of it. Another thing is that there has been so much publicity about this scheme and nothing happens, and therefore there is a lot of frustration. I would like to tell all of you that we believe that there is a great deal which can be done with the active co-operation of Africans in the way of showing the people that the British taxpayer is quite willing to put forward money provided you all make the best of it and utilise your local materials and local labour and work together with the administration in putting these things up?—(Mr. Odutola.) We agree, but the point is that there is very little than can be done without experts. If we use our own men and local materials, what can we do without expert advice? That is the point. I would suggest for your consideration whether the Government would not think it necessary to employ the services of some big concern in taking over some of these development schemes as a contract. Take, for instance, the electricity scheme: you could get a big concern to take it over under contract. At present it is very difficult. I know quite well that a lot of officers that we have asked to come to the country have been asking for so much money that if they were paid it would upset the whole organisation of the Government staff. But if some of the schemes are given on contract to some big concerns who would be able to get their own men to do it, I think that would be much quicker. When these development schemes are mentioned to our people they are very doubtful about them. It is very difficult at present for a layman to see much of what is going on; because development works are going on all over the country. (Chief Turton.) I have one question, and that is to make assurance doubly sure that you have no objection to local contractors taking their share in these development schemes, where, for want of materials or men, the usual department cannot cope with the work or cannot do it within a reasonable time?

3646. You mean that it would be helpful in your view that the work should be let out

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to contract and tender, on the understanding that such contractors would themselves train Africans so that in time they would themselves become contractors?—Yes.

3647. And the firms would have the opportunity of employing engineers who would teach the Africans?—Yes.

Mr. H. D. Hughes.

3648. Do you mean African contractors?—Yes, African contractors, in so far as each area is concerned, where they can have competent contractors to do works which are not of a very technical nature, that they should be allowed to do them.

3649. One of the conditions which has been laid down by the authorities is that the work should be of a permanent nature?—Yes.

3650. That is a very limiting factor. Some of us may think that it is better to get on with something which is not necessarily going to last for 120 years but which will last for 30 or 40 years, and get on with it. That would mean employment of local material, and if there is proper supervision to see that there is no waste of money and that the work is properly done, then I do not see why it should not be attempted in that way?—Yes. (Mr. Pleass.) The present policy is to give contracts to African contractors, and always has been. The D.P.W. is only too pleased to give work out to contract.

Chairman.] I think that has satisfied that point.

The witnesses withdrew

Mr. E. F. G. HAIG, Registrar of Co-operative Societies, was called in and examined.

Chairman.

3651. Mr. Haig, you are Registrar of Co-operative Societies, are you not?—Yes, Sir.

3652. And your experience of the country goes over 25 years?—25 years next month.

3653. And you were in the administration up till what year?—Up till 1935. Since then I have been seconded from the administration. I remained in the administration on the staff list for some years afterwards, but for practical purposes left the administration in 1935.

3654. In order to take up Co-operation?—Yes.

3655. What are the terms of reference of your job?—I was appointed to develop co-operative societies throughout Nigeria, with orders to start from cocoa marketing, since that had already been developed to some extent by the Agricultural Department; then to follow up certain suggestions made by Mr. Strickland, who toured this country and wrote a report on the co-operative possibilities of the country. Actually we have developed on those lines which seem to be called for by local conditions.

3656. There is no fixed policy; you fit in with local conditions?—Yes, Sir.

3657. Do you find that there is any sort of red-tape which is a hindrance to the development of co-operative societies?—Well, it is not so much red-tape as the general attitude of the Government towards co-operative societies, which of course varies very greatly between actual personnel who are in the higher posts, of government at any particular time. We have had a very uphill fight actually against what I would call government disregard of the whole idea. Very few administration officers who are in power as Secretaries and Chief Secretaries

know anything about co-operation, because it is not taught in the colonial colleges, and it is regarded as an inferior way of selling groceries. That is now altering a good deal. We have had a very rough passage in the last few years, but about 18 months ago the co-operative policy was laid down by the Government and that policy does give us a very fair chance to work out co-operation in the country. So we have very little complaint at the moment about the attitude of the higher authorities.

3658. What is the attitude of the Native Administrations?—In the Western Provinces the Native Administrations are officially in favour, because it is Government policy, but the Yoruba aristocracy has largely been built up on the cocoa trade and many Yoruba Native Authorities are either personally or through their families interested in the buying trade, and therefore they are against the co-operative movement, naturally, as it would take the trade from the previously established buyers. For instance a year or two ago the Olubadan of Ibadan had five of his sons in the cocoa buying trade, either for the United Africa Company or independently, so we did not get much active support from him. On the other hand we have had very little obstruction from the Native Authorities.

3659. Do you find that the Department of Agriculture co-operates well with you?—Yes, we do.

3660. You heard the evidence that we had just now from some of these members of the Western House of Assembly. They seem to suggest that there was or should be some method whereby they could get a greater benefit from the produce of Nigeria, which we all want them to do. They gave the example of cocoa and said

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[Continued.]

that they had to buy it back again at enhanced prices. Why should not there be something done to develop a native industry in cocoa?—It seems to me that there ought to be an expert impartial inquiry into that, because the only advice we can get locally of course is from Cadbury, Fry and Rowntree, who are interested in buying as much Grade I cocoa as possible, and who are themselves manufacturers; and it is naturally unlikely that their advice would be entirely unbiased. I am told that there would be technical difficulties in the way of manufacturing cocoa and chocolate in Nigeria, but I am not in a position to say how far they are valid. Of course, there is the question of how far there is a demand for cocoa and chocolate in this country. There is practically none consumed by the Africans here.

3661. At any rate, in your view, it would do no harm to have an independent inquiry?—It would be a very good thing.

3662. Can you make any similar suggestions, because we understand that the whole economy of the country is in danger because the population is increasing and the amount of food is not increasing proportionately? Do your Co-operative Producers Societies consider the improvement of crops, so that the nutritional value of the crops to the country can be put to better account? Cocoa would be one item in that?—Our co-operative societies have been dealing almost entirely in export crops so far and not in subsistence crops, because it is extremely difficult among a backward people to build up a co-operative movement in subsistence crops which will be able to pay its way and compete with the local markets. The crops grown are sold at the local competitive prices, and for a co-operative to start up alongside would be impossible, because the cost of their storage, etc., would be such that they would not get as high a price as they could get in the market. So we cannot build up co-operatives in internal produce unless there is an internal export, that is to say exporting from one part of the country to another part some way away. That could be done, but it is beset with many difficulties. We have got the established traders who are considerably more intelligent and enterprising than the farmers; the farmers are very much amateurs and they are competing against experts; so it is a difficult business, this trade in locally produced food. So far as improvements in crops are concerned, we say we will do that with pleasure. We will announce it in our co-operative meetings.

3663. Can you tell us something as to the effect, in your view, of the activities of European firms, and how far their embarking on things of various kinds has affected the cost of living?—I have not any

reliable facts and figures on this subject. To start with, of course, the European firms have done a tremendous service to the country, because they have seen to the distribution of goods into the furthest corners of the country, which would never have happened otherwise. I suppose you are referring now to practices such as conditional sales?

3664. Yes?—That does go on very widely, and it naturally is a great nuisance to the local people, and also we have reason to believe that the firms' profits are very high indeed owing no doubt to their decreased turnover which means they must make an increased profit per unit. I think there has been a great deal of extortion by the people of this country. There is a very strong anti-European firm feeling all through this country. It is particularly directed against the United Africa Company and against all European firms, but until one could see the actual figures of profits one cannot tell how far it is justified. The best system is to build up a system of co-operative societies throughout the country, as was done actually in Ceylon during the war under similar conditions of shortage of goods; but it is a very difficult business in this country. People are more backward and scattered in this country than they are in Ceylon and they have to have everything done for them. We have a few consumers societies but it is difficult to get the committees and the members of the societies to run their own business instead of relying almost entirely on the co-operative staff. They are nearly all illiterate farmers, and it stands to reason that they cannot run a set of accounts comprising four or five books of account, and they cannot effectively supervise the secretary who does that, and they cannot plan their policy as regards purchases and sales. So we have to do a tremendous lot for them, far more than would be done even in another colony such as Cyprus and Ceylon, and that means that with a limited staff we can only go very slowly, and these consumer societies will to some extent be bogus because they will rely to a very great extent on the co-operative staff. That, of course, applies especially to the rural consumers. The urban consumers' societies are composed of people who have some education and who, if they would take the trouble, are capable of running their own show, and there are quite a few societies which are definitely trying to do that. We also have the difficulty of shortage of goods and the fact that the firms naturally control most of the goods that are imported into this country. We are now trying to build up our own separate line of import and we are getting trial consignments from quite a lot of English firms, but there again we find it very difficult to get prices which will compete with those of the firms who have fifty years' experience of the trade.

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3665. Can you tell us one thing about the Syrians? We understand the Syrians are middlemen and they buy from the firms and then sell to the people at a very large profit. Does that tend to increase the cost right throughout the country, and, if that is the case, how far is it prevalent?—The Syrians are mostly confined to a few large towns; they do not go very much out into the bush. All the actual retailing is done by Africans, and I doubt if the Syrians actually have a very large proportion of the trade in this country. I do not think they are really a very important factor: I think their importance is exaggerated because people in Lagos and Ibadan and a few other large towns see them and take them as representing the foreign interest and rather exaggerate their operations. There is no doubt they do make very large sums of money: they are extremely astute traders and they do show up the African's lack of trading acumen. All that business the Syrians have got the Africans could have got themselves, and the Syrians had the acumen to come in at the right time, and they had the advantage of cheap labour and of knowing the country and having their own families to help them; but the African has also had those things but he has been beaten by the Syrian. I am afraid I have no facts and figures to give an indication of how far the Syrians do affect the position.

3666. You have heard the evidence of the last witnesses. To what extent is it that local industries are not being started? One of the witnesses talked about tiles and so on. Have not they the initiative or the knowledge to start it?—The reason is that they will never undertake a thing themselves; they will always ask the Government to do it for them. In nearly every case tile-making and brick-making businesses have been started by the local D.O. The people just have not the imagination or initiative to start them themselves. That is typical throughout this country at every point: people expect the Government to do everything for them, and at the same time they criticise the Government for everything that happens. I gave the instance of the African trader having been defeated by the Syrian although he had all the natural advantages. We have the same thing with regard to this Loans Board. Mr. Pleass has said there are now applications coming in, but it took a very long time to get them. The Africans were not on the lookout for that sort of thing at all. They are very backward and deficient in sound trading ability.

Wing Commander Hulbert.

3667. Are you doing anything to educate the Africans in co-operative ideas or in any trade ideas at all?—A large part of the work of our staff is to educate the Africans in simple business principles, and we try to

run the co-operatives on sound business principles, economising in every possible respect, with bulk sales, bulk transport and so forth, and that is part of our job—to educate them not only in simple business but also in the basic Rochdale principles.

3668. Do you broadcast at all or use pamphlets to educate them?—There are very few farmers within reach of any broadcasting system. It is part of the normal duties of our inspectors, as they go round societies and attend general meetings of the societies, to inculcate this simple education, and much of it is already laid down in the society's byelaws which we try to get all the members to know. There again, it is very difficult to get the illiterate farmers to take in a set of byelaws which may run to 80 or 90 sections, so we have a simplified set of 20 simple rules which we try to get them to understand and act on.

3669. Are the chiefs co-operative in helping you on this education programme? Obviously your inspectors cannot get to everybody?—We do not get much assistance from the chiefs. For one thing, we try to keep it entirely non-political and separate from the administrative machine. We work closely with the administration in getting general support but in any detailed application we rely on our own staff in the co-operatives. We would not expect a local chief to give a talk on co-operative principles but we would expect him to say that co-operation is a good thing for the people and to advise them to listen to the inspectors and to follow their advice.

3670. You said there is some feeling against the U.A.C. Is that feeling against the particular firm or is it against all foreign trading concerns, and is there any particular feeling against the Syrian traders who come here and make a profit?—The feeling throughout the country is very ill-informed. I would say there is particular feeling against the U.A.C. because it is always held up as the type of big business permeating the whole country and controlling both the import and the export trade, and there is a lot of feeling against the Association of West African Merchants, which is supposed to be a sort of conspiracy of the leading firms, a sort of cartel to keep the rest of the country under their control; but I think it is A.W.A.M. and the U.A.C. which are the targets of most ill-feeling.

3671. The feeling is against anyone who is successful in big business rather than against any particular organisation. This organisation and the other organisations you have mentioned are just indicative of the type of thing?—I think it is largely bound up with racial feeling, but, of course, there is no doubt that the average African farmer is far more exploited by his own brother, the local small middleman, than by the European, but of course they do not seem to worry about that.

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3672. Did they know it?—The co-operative members realise it, and that is quite a strong point of unity in the producers' co-operatives, but, of course, the Yoruba, the Western Provinces native, has a sort of haggling spirit very strongly implanted in him and he does not really object on principle to it because he would like to do the same himself.

Mr. Parkin.

3673. What help do you get from the C.W.S.?—We have been in quite close touch with them but they have not got any consumers' goods organisation in this country at all. They are here purely to get a certain amount of local produce. We have had lists of commodities which they could help us to get in this country, but for the most part they have not fitted the requirements of the local consumers' societies, so, practically speaking, we have done no business with them; but they have been very helpful in opening an account with the C.W.S. Bank in England to help us make purchases in England.

3674. Do you mean that such consumers' co-operatives as exist have to get their goods entirely from private firms in Idaban?—We do buy a certain amount locally but we cannot get wholesale prices. The European firms here will not sell at wholesale prices to the co-operatives, and very often they have to grab what they can in the market at retail or semi-retail prices.

3675. Have the C.W.S. been approached?—They do not import.

3676. Have they been asked to import?—They have given us a list of things which they could supply but they are too few to be of any use to us.

3677. Whose ships do they use for what they buy here?—Elder Dempsters, as far as I know. I cannot say definitely on that point.

3678. We have heard it suggested that those who buy produce here and control the shipping have an obvious advantage in the freight chargeable on the return load, and there should be plenty of ships coming out here less full than when they go back?—Shipping is controlled very largely by Government. I have not heard of any firms getting special advantages through having access to shipping facilities.

3679. One would have thought that the space from here to England on ships was more hard to come by than space in the other direction?—Yes, certainly. Take cocoa. The space in any ship available is allocated by the Cocoa Marketing Board to the various firms exporting cocoa, and to the co-operatives.

3680. The C.W.S. manufacture cocoa at home, do not they?—Yes, and they buy some out here; not very much; they buy more on the Gold Coast.

3681. Have they been approached with a view to local manufacture for Nigerian use?—I do not think so.

3682. Are there any other items of Nigerian produce which you think should be included in your suggested inquiry as to the possibility of their being made up to meet the needs of local consumers?—An inquiry is needed into the whole question of utilising local raw materials in the country and manufacturing them into the finished products in the country. The question of plastics was raised. You see, the local departments are extremely hard worked doing their straight forward job and really have not got the facilities or time or the staff to investigate these things; it wants a special body of experts, and I am quite sure that quite a lot could be discovered. In the past, of course, specimens of local products on quite a large scale have been sent to the Imperial Institute, in London, and I believe they have been very helpful with advice as to how far they could be developed, but I think a commission that came out and studied conditions on the spot could put up more useful recommendations than that.

Chairman.

3683. May I interrupt and ask you whether that would be, in your mind, a job that should be done not by the Colonial Office but by the Department of Scientific and Industrial Research, for instance, which is quite independent and is composed of experts. It is that kind of special inquiry you have in mind, is it not?—Yes, certainly: an expert inquiry.

3684. On a scientific level?—Yes.

Mr. H. D. Hughes.

3685. Is not it the job of the Department of Commerce and Industries to explore all these possibilities in developing industries?—They have not yet got sufficient experts to go into that sort of thing. They have textile experts and a planning officer but they have nobody who knows anything about woodwork. We have a lot of timber, as you know, and we have certain crafts and styles of carpentry and carving already developed, but we have no expert advise at all on how to keep up standards of workmanship and how to develop them, and it is one instance of the lack of these experts, and I am quite sure they have not anybody who could advise on cocoa manufacture or the manufacture of plywood or plastics from local woods.

3686. You said it was your job to put over ideas from the Agricultural Department. Do you consider the kind of ideas they are putting up are helpful to the needs of the small producers and that they are concentrating sufficiently on formulating that kind of idea?—I am not an agricultural expert. The general feeling is that the

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Agricultural Department works rather too cautiously; that in the past it has spent too much time on trying to make certain that a particular idea would be successful in this country before disseminating it; and I think there is something in that criticism and I think a lot of people have been struck by the statement in the Groundnut Report that mixed farming, which has been the ideal and the aim of the Agricultural Department for many years in this country, has now been made obsolescent because of mechanisation. That, I think, illustrates the fact that the Department does work rather slowly. On the other hand, it has a huge area to cover, and like other departments, it is short of staff, so I doubt if they could have done much better.

3687. What sort of procedure do a group of Africans who want to form a co-operative society have to go through? Supposing a trade union decided to set up a retail co-operative society from its funds, what would it have to do?—In every area there is a staff of co-operative inspectors and an assistant registrar. When I say in every area I should point out that some of the areas are very large because we have not got the staff, but in any big town they could find the local inspector and say, "We want to form a society for this purpose," and he would give them all the advice he could and report at once to the assistant registrar, who would give any advice necessary. We have three main types of co-operative, and anyone who wanted to form one could have the advice from the inspector. If it was a new type they would have to consult the assistant registrar. Usually there is no difficulty about getting assistance at all, because as a rule they have heard of the benefits of co-operation from a neighbouring society, and that society can put them in touch with the legal staff at once.

3688. What are the financial and other conditions they would have to satisfy?—First of all they have to have at least ten persons as members. Then, in the case of all but thrift societies, they have to make either thrift savings or pay up share capital, or in some cases both. Our principle has been to make them as self-supporting as possible and to rely as little as possible on outside loans, and therefore we insist on them subscribing their own capital, and in thrift societies subscribing their own savings towards their working capital.

3689. How much capital would they have to have to start?—It depends on the type of society. In the case of cocoa producers' societies the share capital to be paid by each member is £1. They need that money to build a store and buy a weighing machine and eventually a safe or strong box, and they need their current revenue, which comes partly from a levy on cocoa sales and from annual subscriptions, in order to meet salary of secretary, upkeep of store, station-

ery and a few other small items like that. In most cases the largest item of expenditure is the salary of the secretary, who has to keep all the accounts.

3690. How many people have you on your staff with experience in the Co-operative Movement in England or elsewhere?—We have only got two at the moment. One is the Senior Assistant Registrar who has done a good deal of work in England on consumer societies, on Welsh farmers' societies, and the other is a man who has only just arrived and who has been working in various retail co-operatives for a good many years in England.

3691. Are you under establishment?—Yes, we are.

3692. Has any approach been made to the Co-operative movement in England to see if they can provide suitable people to fill your vacancies?—We put up a scheme to Government for getting out an expert on consumer societies some years ago, with the help of the C.W.S., to pay special attention to that movement, but we have always considered and it is a fact really that the job of a co-operative officer in a colony is more an administrative one than an expert one. So far we have had practically no consumers' movement in this country, for various reasons: it has all been producers or credit or thrift. For that you want a knowledge of basic co-operative principles and procedure in other countries which have developed that type of society, but we need an expert on consumer societies.

3693. What are you doing about training Africans as co-operative managers either in this country or by sending them home to England?—This Department is doing nothing about training Africans in this country for managers of local co-operatives. They get training locally but there is no foreign training for them. Those who are selected for the more responsible posts in the societies go through the local training course for inspectors, if they can be spared from the job they are doing. All the time they get constant training in the practical side of their job from the supervisory staff, but apart from that we have not any special scheme.

Mr. Edward Davies.

3694. You have a big knowledge, I understand, of cocoa marketing, and as we have gone about we have heard some criticism—not necessarily inside this Sub-Committee—about the price which is received for the produce. We heard the other day that cocoa ranges from, I think it is, £45 or £47 to £65 a ton, according to grade, and that the top level price to the producer is, I think, £62 10s. od.?—£62 10s. od. at port for grade 1.

3695. Are you meeting with much criticism from the producers in view of the rather astronomical and possibly temporary

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world price of cocoa, which I believe is something like £245 at the moment?—Yes, there is a certain amount of criticism, very naturally. There is more criticism from the press than from the local producer because the press is much more vocal, but there is criticism from the farmers, and I think it is justified to some extent. The position has arisen thus: Before the beginning of the season, in August or September, the Cocoa Advisory Committee, which advises the Cocoa Marketing Board, met to consider this question of price, and at that time the American price was roughly £200, but it was expected to drop, instead of, as actually happened, appreciating; and the Government policy is very definitely laid down that prices must be kept stable and that a big price stabilisation fund must be built up; and in view of that policy and the expectation that American prices would break, it was decided to put the grade 1 price up only from £50 to £62 10s. od. That, of course, is a very good price for a local farmer. Before the war the price only once touched £50, and so it is a big advance on anything we have had so far, but if the Committee had foreseen that prices would go up instead of down, I think they would have fixed it nearer £70 or £80.

3696. Obviously it is very difficult to fix a price in advance, but would it not be practicable to fix the price (which is arbitrary in any case inasmuch as it is a forecast of what is likely to happen) with some sort of sliding scale operative contingent upon the way the market goes? For example, assuming that the price of cocoa had risen by £25 per ton during the next six or twelve months, would not it have been possible to attach some sort of bonus payment subsequently?—You could pay a bonus to a co-operative or any organised body of producers but you could not possibly get a bonus down to the ordinary farmer who sells his cocoa first to a small middleman, who sells it to the firm, because there is no possible way of recording how much each farmer has sold; so you could not get a bonus across, except to co-operatives. Perhaps you meant you should increase the fixed prices and give them a bonus that way?

3697. Yes?—That again would be very difficult, because we have to get the prices right out to the villages and it all has to go through the local middlemen to some extent, because they are the people who actually buy from the farmer in the villages; and to put the price up during the season would give a tremendous opportunity to the middleman to put all the money into his own pocket and say nothing about it to the farmers, but to tell them there is no alteration in price—"This is the price given you to start with and it is still the price"—and meanwhile he would take the extra 25 per cent. It would be very difficult to get a new price in the season right through to

the individual producer. There are about 80 or 90 different gazetted stations, each with its own gazetted price per ton, which runs into shillings and pence. It is quite a labour getting that out at the beginning of the season, and if after three months you put out the fresh list it would mean awful confusion all round.

3698. How much of the production is covered by the co-operative method?—Only 10 to 15 per cent.

3699. What is the special advantage which comes to the members? I gather there is some sort of commission allowed to the middleman, so to speak, whether it is a co-operative undertaking or some private undertaker, and you are permitted to give some sort of rebate to your members out of your business?—Yes. The system is that there are a certain number of licensed buying agents appointed by the Cocoa Marketing Board. That includes all the big exporting firms and the Association of Nigerian Co-operative Exporters, which is the exporting agency of the Co-operative Unions, and they are on the same level as the other exporting firms. The payment is made to those licensed buying agents at the rate of the port price plus £5 3s. 3d., this year, to cover all overhead expenses and to allow a small profit for the buying agent. The co-operatives get this just the same as everybody else and we reckon that the share of that which will go to the farmer is 10s. per ton, so we fix our co-operative prices at every co-operative store at the local gazetted price plus 10s. per ton. That is what he gets in cash to start with when he brings his cocoa in. We think it is better that way and much less cumbrous than to pay him a bonus at the end of the season.

3700. The price the producer is going to have is circulated through the gazettes? In your experience, are you satisfied that the price is always paid at the official figure or are there ways of collecting it below the figure?—I am certain it is not always paid. In a very large proportion of cases it is not paid. The tradition of the local middleman is to make the utmost he can out of the farmer: he will pay the lowest price he can get the farmer to sell at. The gazetted prices apply to 80 or 90 of the principal buying stations but there are hundreds and hundreds of small villages in which the small buyer actually buys his cocoa. They are miles away from the gazetted stations and he very largely fixes his own price. He has to estimate and persuade the farmer what his own expenses are, even if the farmer knows what the gazetted price is, which often he does not. I think you can take it definitely that a large proportion of the farmers do not get the gazetted price, although many of them could if they brought their cocoa into the gazetted station and sold it personally instead of to the small man in the village.

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[Continued.]

3701. There is some system of advancing money to the farmers who may be hard up for cash which would act as an inducement and lever for that sort of trade, I believe?—Yes, there are off-season advances and advances actually at the time of sale. You are probably referring to the off-season advances. That is a lever which they have in this country as in many others. The farmer needs money and goes to the local middleman and says, "I want a pound," and he says, "All right, you must sell all your cocoa to me this coming season, and I shall want a hundred-weight of your cocoa as repayment of this loan, plus interest."

3702. Does not your society have some such facility?—Yes, we have a loan system in the co-operatives. We have not got unlimited capital, but in most co-operatives there is an arrangement whereby the farmer can go in the off-season and get a loan from the society, and that is one of the attractions of the co-operatives.

3703. What sanctions are there against anybody known to be breaking down prices? It is difficult to establish but what do you do about it?—There is a penalty clause in the ordinance for people who buy at less than these gazetted prices, but, as you say, it is almost impossible to establish, and I have not heard of any cases of prosecutions, actually.

Mr. Yates.

3704. I have heard criticism that groups have been refused an application to form a co-operative society and that therefore the co-operative official is more or less under the control of the Government, and the Government decides what shall be introduced and what shall not, and that there is some antagonism. Do you find that?—No, I do not think that is the case. There is a Government Department controlling the movement and administering the ordinance, and it is one of our duties to see that the word "co-operative" is not brought into disrepute by being used by people who are not co-operative at all. There is a provision in the ordinance which says that no body can use the word "co-operative" as part of its name without the Governor's permission, which in fact is given by the Department when they are satisfied that the concern is a co-operative concern and is not bogus.

3705. Have you a record of examples where you have refused the formation of a co-operative society?—Yes, we get applications from literary societies, tribal societies and so on—people who have no practical object in view at all but just meet together to have a party and so on. They apply for co-operative registration and we cannot register them because they are not co-operative either in objects or constitution, and they could not run a co-operative concern; so we do have to refuse a

certain number of applications. In the same way we refuse applications from bodies of traders because our first job is to help either the primary producer or ultimate consumer, and as far as possible not to give any assistance to intermediaries which may be unnecessary.

3706. I was very interested in your reference to an inquiry into the formation of local industries, particularly cocoa and chocolate. It would appear to me that no chocolate manufacturing industry could possibly be carried on in this climate and I doubt if a cocoa manufacturing industry could be. Are those the technical reasons of which you were thinking when you said there were some technical reasons?—That was what I was thinking of.

3707. It would appear to be almost impossible, without considerable plant for cooling; but it is a very good suggestion that there should be an inquiry?—I mentioned that because the only advice we can get is advice from people who are manufacturers themselves, and they naturally have an interest one way or the other.

3708. Cadbury-Fry have depots in this country, but purely for buying purposes?—Purely for buying purposes; they do not run any retail trade at all.

3709. Of course there is no example of any consumer co-operative concern. There are no consumer co-operatives in this country?—Oh yes, we have about 20 or 30; that is all. That is what we are trying to build up now, a consumer movement.

3710. Is there very much opposition to the formation of consumer societies on the part of local people? Everybody seems to be trading?—I quite agree; and that is one big snag, of course. You have a very large number of people who are part-farmers and part-traders. Anybody in Yoruba land who can do a bit of trading does; and that applies to the South-East Provinces too. There has not been any demand for consumer societies so far, and the people are so backward that they will not organise themselves unless it is put to them. The start of rural consumer societies in this country, of which there are only about 12, came from a suggestion by myself, and they quite liked the idea. It is convenient for them because it saves them walking 10 or 15 miles to get a box of matches. They can get it in their own village. On the other hand, it is very hard for these chaps to compete with the prices which the firms can give. So many firms are making good profits because they know the cheapest sources of supply and they are at a great advantage as regards any kind of supply we can build up. We have a co-operative society called the N.C.S.A. which has started to import, but it is a very slow business building up a trade.

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[Continued.]

3711. Did I understand from you that the private companies, the European companies, would not sell to consumer co-operatives?—Not at wholesale prices.

3712. Yet, for instance, the United Africa Company sells a considerable amount of goods to the Syrians and other people?—Oh yes.

3713. At wholesale prices?—Yes. They say—and with good reason—that they have not got enough goods to supply their established customers and therefore they cannot consider new customers.

3714. Then suppose Africans want to buy from the Kingsway Stores of the United Africa Company, they would not be permitted to buy?—You mean if they walked into the store?

3715. Yes?—Oh yes. There have been cases where it has been reported that they would not sell to ordinary consumers, only to their retail agents. I do not think it is done often. It is probably done sometimes.

3716. I have heard of instances where it has been necessary for a European officer to sign a chit for an African to hand in in order to get supplies?—Yes. I should have said that I do not think it would be sanctioned by the European in charge. It is done on a large scale by Africans, I am sure. They will keep their goods under the counter and sell to the people with whom they have an agreement and not to the ordinary man who comes in. I am quite sure that happens very often indeed.

Chairman.

3717. To make it clear on the record, your scope is the whole of Nigeria and the Cameroons?—Yes, Sir.

The witness withdrew.

Mr. R. J. M. CURWEN, Secretary, Western Provinces, and Mr. W. R. HATCH, Acting Secretary, Finance and Development, Western Provinces, recalled and further examined.

Chairman.

3727. I want to know whether you can help us about this question of staffing. How short are you on your establishment of the various grades of staff in the Western division? I am going to ask you to put that in the form of a paper. All the evidence we have had shows that a lot of these development schemes will be held up because there has been a difficulty about getting European supervisory staff. Almost in every department I think it is true to say that?—(Mr. Curwen.) Yes, certainly.

3728. What I would like to ask you is this: In your paper could you also let us have what has been the drain and drag on

3718. And what portion of your responsibility is contained in the development schemes?—Well, we have no development expenditure at all. As a department we come under the development because we are considered to be a development department, but we simply carry on our ordinary departmental work without appearing in the development estimates at all.

3719. You have not any share of any of the money from any source?—No, Sir.

3720. You are fully self-supporting?—Yes. Some of our co-operatives applied to the N.L.D.B. for loans, but we have not any expenditure under the estimates.

3721. You did mention about the fixing of prices. We have had evidence that it has produced a feeling of suspicion in the producers when they hear of the world price and they are tied down to another price?—To fix prices?

3722. Yes—Well, cocoa and palm-oil and palm-kernels.

3723. And hides?—I am not sure about hides. Groundnuts. I am afraid we do not come into contact with hides, in fact not with most of these products. I am not sure about hides and cotton. Cotton, I think, is fixed.

3724. There is a considerable uncertainty as to the reasons why these prices are fixed, and would not it be a good thing for the producers to know a little bit more?—I quite agree.

3725. It does make him very suspicious?—I quite agree.

3726. Through the co-operatives you could do a great deal to tell them?—Yes, we have done a good deal of that among cocoa farmers, but of course we do not operate in other forms of produce; that is the trouble.

your officials from the Western Provinces down to Lagos, because as I understand it a lot of your district officers are very over-worked?—They are, very.

3729. There are two stages: there is the stage of getting suitable people out here from the United Kingdom; and, having got them out here, there is the question of manning the provinces and yet manning these office jobs in the central Government?—Yes, Sir.

3730. Therefore you are feeling a drag being exercised on you and you are losing officers in that way. Can you tell the Sub-Committee how many you have lost in that way?—Yes, Sir.

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[Continued.]

3731. The short point is this, that we have had some evidence about the advantage of having works done by contract instead of them being done by the P.W.D. Now we were told by the Director of Public Works that if he had sufficient staff and he could supervise, he believed he could do a great deal to put up buildings and carry out small schemes by means of Africans, but they must have people to supervise them. Would it be possible, by one means or another, to have people out here, not on a long-term contract, who would not be strictly speaking members of the Colonial Service, but because they happened to be good foremen of works, who could come out here for four or five years?—Yes, one would say at first sight he is the most useful type of person.

3732. You think it is a feasible proposal?—Yes.

3733. Because in the time they would be able to train quite a number of Africans and encourage them to do local work under the general supervision of the D.P.W. He says he cannot undertake it because he simply has not the staff?—No.

3734. Could you give us those particulars?—Yes.

3735. Is it asking you too much to suggest a cure? We should like to know what you think is the difficulty. Would you like to say that now?—I do not think there is a cure until we have got the staff.

3736. But how are you going to get the staff? What is the matter: why cannot you get them?—One presumes it is less attractive service conditions and possibly reluctance to join the Government service after military service, and a preference for private or commercial work rather than controlled Government work.

Mr. H. D. Hughes.

3737. I was told that the Colonial Office had been over-run by ex-Service men in response to their applications for staff. What I cannot understand is why there is this gap if there was this overwhelming number of applications?—One does not know whether they were applicants with qualifications or whether they were otherwise suitable.

Sir Peter Macdonald.

3738. One factor is because of the age-limit they set. I know several people who have been in the service and they are really anxious to get into the Colonial Service, but they have been turned down on the age ground. They must be under 32?—Development officers are allowed up to the age of 40. (Mr. Hatch.) Has not the question of wives and children got something to

do with it? We have not got room or housing for wives and families, though some of them are coming out.

Wing Commander *Hulbert*.

3739. Is not it also a fact that in the junior ranks a man cannot afford to run an establishment here and keep his wife at home?—(Mr. Curwen.) Yes, that is a great disadvantage.

Chairman.

3740. Do you think it would be appropriate to consider the West African group of colonies separately from the rest, because it seems to me there is a prejudice against coming to West Africa?—I should say there is a reasonable prejudice, because conditions are less attractive than in most of East Africa or the West Indies.

3741. So you think it would be understood if there were special conditions laid down for getting new entrants either on a temporary or on a semi-permanent basis?—I should say it would be necessary.

3742. And that it is difficult to get the cadets who are coming out trained, because you have not got enough officers experienced to train them. So the period of training the cadets takes longer? Is that so?—I should not say that, because the cadet possibly has to assume responsibility earlier and learns quicker if anything.

3743. If that is so, he comes out here quite raw, and is his work really of any value until he can be taught by somebody who has been in the country for some time?—Not of very great value, in every case, but there is no solution to that because there are not the senior officers to do the training.

3744. With your experience, do you think the efficiency of the service is slightly falling?—I should say at the moment the efficiency is lower than it was 10 or 15 years ago, but I should say that it is only temporary.

3745. And also that the amount of work and strain upon officers out here is becoming pretty heavy?—It is, yes.

3746. We were told of a case of a man who was due for his leave, and suddenly he is told that there is no passage available. He has made all his arrangements for his leave; his tour is over; and yet he cannot get home because there is no passage. Surely if that sort of thing is prevalent it must be a cause of great frustration and expense?—Yes.

3747. Does that happen often?—Not as much as during the war; but I think anybody with any service here is entirely broken in to it. He is entirely accustomed to that.

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[Continued.]

3748. Would not it help if we could try and find out why it would not be possible to arrange definite passages?—It would be of enormous help.

3749. He makes his arrangements and knows when he can get home?—Yes.

3750. In regard to assisted passages, is there any form of financial assistance to officers with families?—No; the wife's passage is paid but not the children's. (Mr. Hatch.) Once in a tour, the wife.

3751. What it means is that with the present prices and the cost of living here and the cost of living at home, an officer out here has a very small margin?—(Mr. Curwen.) Yes, he has a very small margin.

3752. Far smaller than when you first came into the service probably?—Certainly, yes.

3753. To what extent are the conditions of service of Army officers coming out here compared with yours?—An Army officer coming from the Army into this country gets seniority according to his age and number of years' service.

3754. I mean his conditions of employment: are they more favourable to the man or less favourable than yours?—Than they were when we first came out?

3755. Yes?—They are considerably more favourable now. (Mr. Hatch.) Not than our own. (Mr. Curwen.) No, but than they were when we came out ourselves.

3756. I am not talking about our ex-Army officers who have transferred to your service, but regular officers serving out in Nigeria now. Their conditions, I am told, are that they have to live on £6 a month?—I am not sure about that. I have not any information on that.

3757. We shall get information on that. That, surely, is far worse than any of your officers?—Far worse, but I should not have thought £6 a month was the fact, even with the most junior officers.

3758. It is not competent to get it out here; it must come from the War Office. One reason for it is this, that they are charging debts contracted elsewhere and making them pay for it by deducting it from their pay. That does not occur in your service?—No.

3759. Does that happen if a man is posted here from, say, Fiji, and he has contracted any debt?—Except a debt to Government for advances, no. But not his personal debts.

3760. I think all of us are very much concerned by the fact that you are getting the right men, but not enough of them?—Yes.

Mr. H. D. Hughes.] In this paper which you will prepare, could we have something about the machinery at regional level in government for reviewing the Development Plan and so on, which we have not really had. In other words, who progress-chases the Development Plan in the Western Provinces?

Chairman.

3761. What Mr. Hughes wants would have to be the subject of another paper?—Yes. You mentioned the strain on senior officers of having untrained staff. In two months' time in the Western Region we shall have more cadets than we have got Residents, Senior District Officers, and Assistant District Officers.

3762. It also means that the individual district officer will have to undertake a great deal more work too?—Yes.

3763. And he is already taxed to the utmost?—I should say to the utmost, yes, Sir.

Chairman.] We are greatly obliged to you gentlemen.

Mr. Hughes.

3764. Regarding the paper I asked for, what I have in mind is that there is some machinery by which the various departmental heads and you as the centre review what is happening in the Western Provinces and decide on modifications, alterations and so on from time to time, and you follow up how the thing is taking place and what the bottle-necks are and so on?—(Mr. Hatch.) That is to be a separate paper, is it?

Chairman.] What we really want is: what progress reports are there?

Mr. H. D. Hughes.

3765. What system of progress-chasing and co-ordination there is?—Yes.

Chairman.] Thank you so much.

The witnesses withdrew.

Adjourned till Friday.

FRIDAY, 9TH APRIL, 1948.

Members Present:

Sir RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

At ENUGU.

Sir BERNARD CARR, C.M.G., Chief Commissioner, Eastern Provinces, Commander S. E. JOHNSON, Secretary, Eastern Provinces, and Mr. G. B. B. CHAPMAN, Secretary, Finance and Development, Eastern Provinces, were called in and examined.

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman.

3766. We would like you to give us a general background of the conditions here. We are, under our terms of reference, concerned with the Estimates so far as the House of Commons votes the money, and it is very difficult out here to draw a line actually between the ordinary expenditure on your estimate and what is added in for development, and of course so many other matters come in too; but we were told at home that the situation in the Eastern Provinces is quite different from the others. We hope you will be able to give us that background. For the purposes of the record, you are Chief Commissioner, Eastern Provinces?—(Sir Bernard Carr.) Yes.

3767. And your official position, Commander Johnson, is Secretary, Eastern Provinces?—(Commander Johnson.) That is so.

3768. Mr. Chapman, you are Secretary, Finance and Development?—(Mr. Chapman.) Yes.

3769. Now will you, in your own way, instruct us, Sir Bernard?—(Sir Bernard Carr.) I am very pleased that the Select Committee has come here and I hope it will not be the last occasion. Such visits as this do arouse very considerable interest in all classes of people. If I may make a small criticism, I do think it is a mistake to try and rush these things, because the Africans particularly do like to meet this type of Committee, and particularly Members of Parliament from England, and there are always criticisms that such Committees come and they go and people have no opportunity to meet them; and that, I think, is a symptom which will grow very considerably and very fast. If people from England do come here, the Africans do want to have an opportunity of meeting them, and with such a rapid rush round people are apt to get the wrong impression of the country. I have prepared no statement because I did not know what was wanted, but I think if I say a few words about the Eastern Provinces it might help you. The Eastern Provinces is certainly the most thickly populated area that there is in Nigeria; we run up to 1,500 or 1,700

to the square mile in an agricultural country. We have got an increasing population and we have a deteriorating soil; and the agricultural problem is, I think, accepted in England in the Colonial Office as the biggest problem in the Colonial Empire. We rely almost entirely on palm products for our economy. We have no alternative crop, and if that fails us, well, the whole economic position of the Eastern Provinces, as I see it, disappears completely. The palm grows more or less wild; we have very few plantations; and we realise very fully that when Malaya, the Dutch East Indies, Sumatra and the Belgian Congo come into full competition with us, we do stand in a very precarious position. Their oil is of better quality because they use machines and we rely mainly on native and hand-processing methods. We are trying to introduce hand-presses; there have been some, but not a lot; and we have 12 Pioneer oil mills, three of which went to the Cameroons plantations; and four are actually in operation; two are under construction and one has gone to the Western Provinces. Those mills were received with very considerable suspicion; people thought that it was the prelude to the Government taking all the land and the palm trees, and there was a certain suspicion with regard to the firms behind it. We have overcome it to some extent, but not altogether. Recently an African has come forward and in rather a brave venture has floated a company and is in the process of purchasing a mill. He tells me that in the area where he started it he has overcome all suspicion. He has no doubt in his own mind that he is going to make a success of it; he may be optimistic; but still, that is the first African venture and I think I may say at this time that most of us in the Eastern Provinces do feel that we must at all costs work through Africans and bring them more and more to the fore to do things, rather than endeavouring to do everything ourselves. The native of the Eastern Provinces has never really been subjected to any form of chieftainship. He is very individualistic by nature and that is probably one of his biggest faults because he will not subject

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[Continued.]

himself to any sort of discipline whatsoever. I have been told on more than one occasion that it is necessary to consult every individual in the whole of the Eastern Provinces before any legislation is enacted. They do not really put their trust in anybody, and you would probably be surprised if I told you that when we first started councils here, which was the beginning of native administration, they insisted in many parts in changing their members of the council every month in case one man should become any bigger than another. We are gradually weaning them from that a little and we hope shortly to be able to keep them to at least three years, which corresponds with the term in the House of Assembly and the Legislative Council, as you know, the membership being based very largely on the Native Authorities. The people are most progressive and very adaptable. I think subconsciously at least they realise that they are fighting for their existence, knowing that their soil is deteriorating and that their population is increasing; and that urge has sent them out to Sokoto, to Lagos and to the Cameroons. You will find Ibos and other peoples of the Eastern Provinces everywhere. That is what I expect you have been told elsewhere: it is considered as a very grave menace to everybody else! But I think the fact remains that they will go out. They will turn their hands to everything. The Ibos or anybody in the Eastern Provinces are not fighting men. In the Army the majority of the technical posts were held by them during the war, but there were very few of them active combatant troops. They are fanatical with regard to education. They will do anything to get education. The Deputy Director of Education told me that of the male children 90 per cent. receive some form of education, that is in the initial stages; then it quickly falls off as they get to the higher standards. Mr. Chapman has just reminded me that in the Onitsha Province there are 32 per cent. of all children, male and female, getting some education, which I think you will agree is a fairly high proportion. With regard to education, they do any number of things in order to progress. Progressive unions and such bodies will pay for the higher education of members of the area in the United Kingdom and in America. There is a constant clamour for secondary schools, and the numbers in the secondary schools are kept up to a very high level; they are overfull; and we could no doubt fill many many more secondary schools from the Eastern Provinces alone. There are areas still, of course, where education is not welcomed. In the backward areas of the Ogoja Province education is still very backward there, and mothers have been known to go and take their children away from the school if they happen to get

there, because it is not welcomed, but generally in all the other areas there is a vast clamour for education. I suppose education comes first in their cries; and they do provide very big sums voluntarily to the Missions to set up schools in the villages. You will hardly see a village anywhere unless it has got a school. Christianity comes fairly high and I suppose after education the cry for medicine comes next, and health services; hospitals particularly but medicine generally. Then they like roads, and generally speaking we are very badly served with roads. There are backward areas like Ogoja Province and the Trusteeship territory of the Cameroons where the country is very difficult and where the native authorities are poor and where the feeder road programme under the Development Plan does not work as one would hope it would, because there, as I say, the country is difficult and the Native Administrations are poor and they cannot afford to put up the 50 per cent. in accordance with the feeder road programme. I have had an argument about that with the Central Development Board, but they do not see eye to eye with me, the argument being that a feeder road should be an economic proposition and that the people should become more wealthy as a result of feeder roads. I am afraid I am unrepentant and I do not hold that view; but as a result the Government did agree that they would provide the money for what we term administrative roads as opposed to feeder roads and that the maintenance would rest with the Nigerian Government. Well, funds are very meagre, particularly now that we have gone on to a regional basis, and I do not see very much prospect of opening up these backward areas and having to rely on regional funds to do it, because the projects are extremely costly and run into hundreds of thousands of pounds. That I mention as possibly one of the defects of the Development Plan, although I know that I have been over-ruled in my views, and I think it might be of interest to know that as one of the defects which has been pointed out and which has not received sympathetic treatment. I think last year we had . . . ? (Mr. Chapman.) We spent altogether £5,000 and £3,000 in the Cameroons. (Sir Bernard Carr.) It is £10,000. (Mr. Chapman.) Out of a possible maximum of £14,000. (Sir Bernard Carr.) Out of a possible maximum of £14,000 in one year. That is very small in comparison with the hundreds of thousands of pounds which it is going to cost eventually. I do feel worried over that, particularly perhaps in relation to the Trusteeship territory, although at Ogoja there is an equal claim, but the Trusteeship territory will come in for

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[Continued.]

criticism before anywhere else undoubtedly. I will say, however, that in regard to roads in the Trusteeship territory the advance has been quite remarkable in the last few years. When I first went to the Cameroons in 1921 there was not a single motor vehicle in the whole place. Now, due to the development which has taken place, you can motor from Victoria to Bamenda, which is a matter of about 350 miles, and you can now motor that distance, as I did the other day, in 11 hours running time. When I went there first it took me 17 days to walk. So if you want an example of the use of development money, there it is. It has made an enormous difference; but still there are the subsidiary roads to tap the surrounding country to bring it into the main trunk road running through the centre of the province. We have also got a very fine hospital in Victoria, which I think is a credit to anybody. It cost, I think, £70,000, and it probably is the best hospital in the whole country at the present time. This stands in the gateway to the Trusteeship territory at Victoria. We have got also a considerable mileage—I think about 315 miles we have managed to finish—of feeder roads in the other provinces which have been welcomed very considerably. I think, taking it by and large, with the shortage of staff and materials, we have not done too badly. Mr. Chapman reminds me that the Victoria Hospital was built with Nigerian funds and not with development funds, but still, we probably could not have built that with Nigerian funds if the development money had not been available. With regard to the reaction of the people to the Development Plan, there is a very big feeling that (as one of our Residents put it—though I do not agree with him) the Development Plan should be decentralised. I do not see how you can decentralise a plan. Still, roughly the idea is that each province should be given a certain amount of money from the Development Funds, and that the D.O. and the people should be able to do what they like with it, and then they would see something more from Development. I have tried to counteract that by pointing out that the Development Plan, as I see it, is to provide the framework for the future requirements of Nigeria, and that it is up to the people themselves to fill in that framework from their own resources somehow, aided perhaps by regional funds where possible; but that really the effort must come from themselves. To that end, about a year or 18 months ago, following on Despatch No. 69 (I think it was) from the Secretary of State for the Colonies, we launched what we called here the people's development plan, with the idea of persuading them that they had got to fill in the framework, and no one else was going to do it except

themselves. That, of course, included increased productivity from the agricultural side and possibly changes in the system of land tenure and so on; but I am afraid that all our talk fell on stony ground and they said "Oh well, this is just another plot on the part of Government to take our land away from us so we will have nothing to do with it at all," but we have not despaired. That failure, I think, was due mostly to the inefficiency of the system of native administration in the Eastern Provinces. We have had to build up from nothing with the family as the only basis on which to build. Family representation is shown to consist mostly of rather reactionary and aged gentlemen. So again, following the principles laid down in the Secretary of State's Despatch, we have turned our minds (as indeed we would have done without the Despatch, in fact we had done it before the Despatch) to the form of the Native Authorities. That has rather led us towards thinking in terms of local government rather than native administration, as we now hold that there is no inherent authority on which we can build; and we must go more to the elective principle, and by that I do not mean the ballot box yet, but systems of popular election and so on. That is a matter which will await the decision of the new Governor when he arrives. We have already had discussions and there is a considerable amount of opposition from the other regions, which are differently constituted from ourselves. The final decision rests with the Governor as to whether we go ahead with what we shall call either rural district council or local government. That is still in the confidential stage. I mention it only to show that we want to carry on with our people's development plan but we are hampered until we can get to the people through Africans themselves, through whom we hope they will not have that feeling that Government is going to take their land away. There are signs that they are inclined to put a certain amount of trust in the more progressive and educated people, and those are the lines on which we are working to assist in the general development of the Eastern Provinces. I think that is all I can say.

3770. Could I put one or two questions to you now? You spoke about the agricultural development as being of the greatest importance and recognised by the people as such?—Yes.

3771. Can you tell us about the position of the Agricultural Department, as to whether you have enough staff?—No, we certainly have not.

3772. Could you say something in regard to staff, with particular relation to that Department, and also as to how you are placed generally?—I think I am right in saying that at the present moment there are four Agricultural Officers, with a Deputy

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[Continued.]

Director, for somewhat over six million people and six provinces.

3773. Are any steps being taken to improve that position; if so, what?—So far as I know, yes, the Agricultural Department are trying to get some. Do you know how many Development Officers there are in the Eastern Provinces?—(Mr. Pleass.) No. (Sir Bernard Carr.) I think three Agricultural Development Officers have been posted to the Eastern Provinces, and I understand that the Director of Agriculture is doing all he can to get staff, but it just is not there.

3774. But you attach great importance to it?—Undoubtedly.

3775. And if the staff are not forthcoming under existing conditions, have you any suggestions as to how they might be recruited specially?—No. I am afraid I do not know. The Deputy Director of Agriculture might be able to tell you.

3776. And the duties of these Agricultural Officers are to go round and improve the type of agriculture and assist the people in that work?—I am afraid at the present moment they are very largely tied to what are known as experimental centres.

3777. And some of the experimental centres are attached to schools, are they not?—No, these are three definite agricultural experimental stations. There is one in Onitsha province, one in Owerri, one in the Cameroons; and there is one just being started in Ogoja province.

3778. People go there and learn these modern methods and how they can help themselves?—No, it is simply the Agricultural Department trying to teach themselves; in other words, it is research. There is one agricultural education place and that is also at Umudike in Owerri province, and there they do bring in Government and mission teachers and teach them composting, slightly improved methods of farming which they can use in their own countries, and these teachers go back and they start school farms and the scholars are taught there.

3779. But we can get more detail from the departmental officer tomorrow?—Yes. (Mr. Chapman.) On the question whether or not the people see the experimental farms, the policy is to distribute demonstration farms from the experimental farms eventually in every division, showing the results of the experiments, and it is through the demonstration farm that the people get the contact with the Agricultural Department.

3780. And the demonstration plots would be run by Africans who have been trained at research stations?—Yes.

3781. Are the Africans keen about it in the Eastern Provinces; are they forthcoming?—(Sir Bernard Carr.) We get rather a poor type. (Mr. Chapman.) Not a very

good type so far; they have been largely recruited through the N.A.s and are now transferred to the Agricultural Department itself, and the standard of recruitment is rather low. (Sir Bernard Carr.) I think the Deputy Director of Agriculture will tell you more about that, because he is a man who has just come from Ceylon, where he tells me they had rather a good system of agricultural teaching, and I think he is hoping to do something like that here when he gets rather more settled in—he has only been here three or four months.

3782. The actual estimate, we are told, is for a contribution of about £118,000 towards a total of £718,000. We have also been told in evidence that one of the things they are particularly anxious about is water supply. You did not mention water when you gave the list of the projects in which you said they were interested?—I had forgotten that. Water, curiously enough, is extremely short in the Eastern Provinces, although our rainfall goes from about 120 to 60 and 70. The soil is such that most of it simply goes straight in and there is very little surface water, and the consequence is that we have to go down, varying with the height of the land and the water table. In Owerri province before the war we did sink, I think, about 60 to 70 wells with Native Administration funds. We did the same thing in Calabar province, but unfortunately during the drought years the water table seemed to have dropped and they all had to be rehabilitated, and that has been done by using development money; it could not have been done otherwise with Native Administration money. In the case of one town up here of 40,000 to 45,000 inhabitants every drop of water in the rainy season has to be carried a sixteen miles round trip. There are other places there with 20,000 or so inhabitants where they have to go eight, ten and twelve miles for their water. We have spent, with the staff and material available, about £24,500 up there with catchments and draining springs and that sort of thing, and there has been some improvement, but we are waiting for drilling and that will have to be the answer eventually; and we are hoping to get our first drill in a matter of a few weeks now.

3783. We have been told that one of the causes of the feeling of frustration is that the applications for water under the Development Scheme are put in and nothing happens, and they are very annoyed, and it has been suggested to us that if a sort of butler's float were available, which would be properly supervised, it would be possible to get a great deal done by using concrete and making dams for water and so on, and that there would be a good deal of voluntary work contributed by the people on account of their desire for it. At the present moment pipes are so scarce and the question is whether something could not be done to show the people that we are in

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earnest over this?—(Mr. Chapman.) The majority of these rural water supplies are not complicated things using pipes. I hope you will see to-morrow on your visit to Udi that it consists of nothing more than a tank in the rural parts, and that sort of work has been done and we would like to see a good deal more.

3784. There is any amount of cement. Why not do more of it?—The only thing is that you must have supervision and an inspector of works.

3785. If you had officers recruited who were experts in that sort of thing and could really get around with the D.O. concerned would not it be possible to get on with a number of these schemes?—Yes.

3786. And that would be satisfactory to the people and also show that we were in earnest?—Yes.

3787. Because a great many of these schemes, owing to shortage of material, will not be carried through in the ten year period unless we get on quickly, and we have rather felt—and we would like your views on it—that a great deal more could be done than has been done with a loosening up of red tape and encouraging local people?—(Sir Bernard Carr.) There is one point there on which I think Mr. Chapman will certainly bear me out. There is too much centralisation. Let us take, for example, one thing: feeder roads. We have an allocation this year of £30,000. In spite of regionalisation, every time we want an issue of money from that £30,000 it has to go to Lagos and it may stay there three months before it comes back, and we have lost three months valuable time. I know there are difficulties with controls of money and imperial funds being used, and so on; I know of those difficulties and it may not be possible to overcome them, but we would like to see considerably more decentralisation. If the Deputy Director of Public Works here says he has an estimate for a feeder road and he is satisfied with it and we have got the money, and I am satisfied that the road is a reasonable road and one which should be built, why cannot we do it? Let us say it is a road from Ogwofia to Agulieri or something like that. I do not think many people in Lagos would know where those places are, but they have got to approve it. (Mr. Pleass.) Since the Chief Commissioner is looking at me, may I say I have been in correspondence with Mr. Chapman on this subject and a very much simplified procedure has been worked out and agreed.

3788. We are taking evidence now in the Eastern Provinces and we want to get their aspect?—(Sir Bernard Carr.) I think what the Development Secretary says is correct, but, as I understand matters, although we have a certain amount of latitude with regard to the route, we have still to write

to Lagos to get the money released. (Mr. Chapman.) We have to go to Lagos for the issue of funds, which seems to us entirely unnecessary.

3789. We can only deal in broad principles. We have had the opportunity of seeing perfectly good buildings put up at the School of Forestry, and we have the impression that by encouraging African contractors to get busy and use local materials a great deal could be done, and surely part of your plan is to encourage the Africans?—Yes, undoubtedly.

3790. They would want help at first and I quite realise it means supervision from P.W.D. for a time, but I am sure you agree it can be done. I have in mind something like the system we introduced in the Army during the war; you may be aware of it. We were up against exactly your difficulty, and it was got over by the appointment of a Financial Secretary to each Command. He was given permission by the Treasury to spend up to so much. The work done had to be authorised by the Commander-in-Chief of the Command and by the Engineer-in-Chief of the Command, but that was considered sufficient because it was thought they knew the business better than anybody else; and the moment that was imposed work was done very quickly and extremely well. If something of that sort could be done through the colonial administration would not it encourage the African people to co-operate with you and, seeing something done, play a more active part?—(Sir Bernard Carr.) Yes, I think it would help, but it is rather difficult. I should say, from what I am told, that the African contractors at the present time have got about as much on their plate as they can hold. I mean, of course, those of any repute. (Mr. Chapman.) If we are speaking in terms of the rather bigger buildings, yes, Sir, but I was looking through the building programme for development this morning and I should say 50 per cent. of it could be done through the local construction people. (Sir Bernard Carr.) If Government will accept houses of local construction I think we can get on a good deal faster.

3791. One of the inhibitions at the moment is that building must be of permanent or semi-permanent type?—(Mr. Chapman.) Permanent. I think the policy is wrong. In the first place, they are putting the building programme in the hands of P.W.D. and it cannot be done because their capacity is not up to it. Again, I think it is wrong in policy. We have suffered from that enormously in the past twenty years. There are white elephants all over Nigeria because the buildings are not big enough or adaptable enough for the job.

3792. And, what is more, with the money voted you could do a great deal more with

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a less permanent building?—Three times as much.

3793. Your money would go further and the people would get what they wanted?—(Sir Bernard Carr.) I can give you an example of that which I quoted at the time the Victoria Hospital was going up. It cost £75,000 to build in three years. I advocated at the time that it should be something very much less permanent, and which would not last for more than 20 years, and to support my argument I mentioned the hospital at Aba which was built about 20 years ago and I think cost £26,000. If you double £26,000 you get £52,000, and if you add a bit more on top of that you get present day costs, so you are not far out. Aba hospital at the present moment, according to the medical authorities, is completely out of date, and they want to spend another £20,000 to bring it up to date—in twenty years.

3794. We are all painfully aware that the specifications for the permanent buildings nearly all require material from home which is just not there?—Yes.

3795. The last point is this. You have given us your views as to the importance of the various matters, and education stands very high. There is this other matter in regard to the training of specialists on which I am very anxious to get your views. We are told wherever we go that there are many Africans who may not be able to pass the sixth standard at school but who can go home and be instructed in the particular thing which is badly wanted here. If some form of scholarship or some assistance could be given and they could have that specialist training, they could come back here to be not Jacks of all trades and masters of none but really very good people at the particular job. Would it help at this stage of development, until education has gone forward and you have your university established, and so on, to tackle the problem in that sort of way?—Yes, I am all in favour of people being sent to England, and there is another point which comes in there, one which has been very near to my heart for five years and which I have tried to advocate time after time: a clerical training school. I believe it is coming, but it has not come yet. A tremendous amount of work all the way round would be saved if we had competent clerks in the clerical service, which we have not got; and you cannot expect them to be competent because they have to learn by the light of nature. No other clerk will teach them what they have to do in case the junior becomes better than the senior. Nobody will teach anybody else, and they have to learn by the light of nature, and it is not fair on them. We could, I am quite certain, save everybody a tremendous amount of work, and possibly spot winners,

if I might use the expression, to go further ahead in the clerical line; but at the present moment the clerical service is hopelessly inefficient, and I can see no prospect until the people are trained of its getting any better. It should be remembered that the vast majority of the clerical service when recruited have no idea of typing, they certainly cannot do shorthand, and they simply go into the office and break the typewriters. A few will try to learn shorthand but they never become efficient; their English is not good enough, so they cannot write down from dictation.

3796. Your suggestion is that there should be a clerical training school for the whole of Nigeria?—It all depends upon the size of the school. If we could have one big enough to cater for the whole of Nigeria, all well and good; but it may be we should have to have one in each region to cope with the supply. May I mention two further things in connection with development? These points are very much in their early stages and are on the confidential or even secret basis at the moment. I am referring to the palm produce industry, where we are considering establishing, I think I should be right in saying, Government sponsored corporations, but with a predominantly African directorate, in order to endeavour to establish palm plantations on possibly, I think it is, a 10,000 acre basis, which would then feed one full-sized oil mill. We cannot do it at present and no commercial enterprise could do it because they would not get the land, but we are hoping that possibly, with, as I say, a predominantly African directorate, we might, through the Africans themselves, get the land for the corporations; and that would not only improve the oil position but would also bring about a very desirable movement of population; it would not be very big but it would be a beginning. Our difficulty is to get the land, but there are sparsely populated areas where we might be able to do it. We also have ideas of possibly utilising what we call the bad lands for a crop such as cachew and processing that. I understand in India it is a very profitable concern. Cachew, I am told, improves the land rather than making it deteriorate; and in both cases, if we succeeded, the ultimate idea would be to turn over the whole thing, possibly in small plots to Africans, who would then cultivate their particular area and process it on a co-operative basis. That is one idea we have. Whether the Overseas Resources Act would come in to that sort of scheme I do not know, but at the present moment we are rather looking towards the surplus of the future Palm Produce Marketing Board, in which case that would be able to operate schemes of that description with the surplus funds of the Board. We also have a cocoa scheme on foot which is in the hands of the Nigerian Local Development

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Board and involves native participation by way of shares in a central fund for development. That central fund would then be available to put out loans—at interest, of course—to help individual Native Authorities to develop certain schemes which are beyond their capacity and which possibly might not be attractive to the Nigerian Local Development Board. That is again rather in its infancy, but I have mentioned this to let you know that we have got development in mind and are not only looking to the Ten Year Plan as the beginning and end of everything.

Mr. H. D. Hughes.

3797. You mentioned the great demand for secondary education and also for clerical training. Obviously, if all these development projects you have in mind come to fruition you will need a great number of technically trained Africans, not necessarily at university level but junior technically trained people. Are you satisfied that there is enough emphasis at the moment on technical education?—No, I do not think there is at the moment, but it is coming. We have here in Enugu the Trades Training School which is at present confined to ex-Servicemen and provides refresher courses for them, and that will be turned into a trade school in the course of the next two years, I suppose, and there are other schemes afoot which are coming along. I do not think they can go much quicker than they are going at the moment and when those steps have been taken, though they will not go far, they will represent a beginning.

3798. What proportion of ex-Servicemen are getting some kind of resettlement training?—Do you mean technical training?

3799. Really any kind of resettlement training, but particularly technical?—Very few; only fifty every six months.

3800. Did they receive while they were in the Army technical training which is adaptable to peacetime needs?—They received technical training but I am told that without a good deal of rubbing up it is not very much good in civil life. That is the object of this Trades Training School here. They are apt to forget rather rapidly. When we had the Army Training School here they learned extremely quickly; in fact, several of the instructors told me that they learned quicker than Europeans and were pretty well as good, but they very quickly forget it and they go back to their ordinary slipshod methods.

3801. You are satisfied that there are the natural resources in the area for the development of secondary industries of various kinds?—What do you mean exactly by secondary industries?

3802. I was thinking in terms of processing industries, of agricultural products

in particular?—Yes. We have got the native labour; we can get any amount of that, and the labour will very quickly adapt itself to industrial conditions. Whether it be economic or not I do not know; I think we could very easily process our own palm products; but, unfortunately, of course, the United Kingdom would then lose the cake which I understand is very valuable for cattle feeding. But we could do that, and I think there is no doubt about it that we could utilise the by-products in this country. Agricultural people have rather different ideas about it. It may not be a very big thing but it would all help. Obviously all the stuff which goes out of the country is coming out of the soil of the country, and that is being used in the United Kingdom, and there is nothing going back into the soil. That is the main danger.

3803. I wondered if you had projects of that type for the local corporation that you mentioned?—That would centre, I think, in the first place, very largely on the palm, because that is the staple industry, and I think we should probably turn our mind on to the palm first. As I say, the cashew is a thing which has not been examined by any experts as to whether it would be an economic proposition. It is merely a suggestion thrown out. We have also a possibility, I am told, of a little more extraction of linseed in the Cameroons. We have these things in mind, but have not gone very far with them yet. (Mr. Chapman.) Could I amplify that? Regarding subsidiary industries which could be developed with the help of development loans; there is the saw-milling industry and possibly a meat-canning industry, and there are many smaller types of village industry—shoe-making and so on—which are quite impossible to the average African from lack of capital. (Sir Bernard Carr.) You might be interested, too, in this connection if I mention the Ikot Ekpene raffia industry, which sprang up in the last four years. It was just a little cottage industry. A certain district officer interested himself in it and it got to be known in England because they made toys and they were sent home. The first lot, I think, went to the orphaned children of the Highland Division. This chap happened to come from Glasgow, and that is how they went there. Then we had another consignment for the orphans of the Merchant Navy which was publicised by Doris Hare over the wireless, and at the present moment there is quite a big industry, as far as we are concerned, in the making of floor coverings which are exported to the United Kingdom. Our main difficulty is to get import permits and we have been restricted rather heavily by import permits. We could export considerably more than we do, to the benefit of the industry, if we could get more import

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permits. I am not quite certain how that stands at the moment. The turnover is now at the rate of £17,000 a year, from nothing in the matter of the last four or five years. That is quite remarkable.

3804. The point has been made several times to me by African heads that one of the deficiencies in the Development Plan is that there is not enough emphasis on economic projects and industrial projects, to strengthen the general economy of the area. What is your opinion on that?—I think it is very difficult to say. If we could develop the palms on a big scale it might help. It is rather difficult. (Mr. Chapman.) I do not think the criticism is quite a fair one, because in so far as the Development Plan emphasises, say, roads, they are the first essential. (Sir Bernard Carr.) After all, we have got the Nigerian Local Development Board, which is available for loans, and on occasions free loans, which I think is working very satisfactorily, and I know that they would welcome more applications than they get for that type of development.

3805. Are the producers satisfied with the prices they have been getting for palm oil?—Oh no. Now you've said it! The producers do not know. If they knew they would be bitterly disappointed. We know and we are terribly disappointed.

3806-10. Does that mean you have not been getting an economic price from England?—I would say that possibly it is economic but it has not been the world price or comparable with prices paid in other parts of the world. We have only just this March got to anything like a world price, and even that is lower than is being paid to Malaya. (Mr. Chapman.) Before prices went up palm oil was £97 15s. od. The price in Nigeria was £45.

Mr. Parkin.

3811. You have given us a picture of an agricultural economy with a deteriorating soil and a population tending to seek employment elsewhere or to seek education with a view to getting out. How far is the African in the Eastern Provinces coming round to a desire to improve agriculture in his own area?—(Sir Bernard Carr.) He is not. I think I am quite safe in saying that.

3812. But you would regard such a policy as fundamental to the recovery of your country?—Absolutely.

3813. What means are adopted of getting the importance of that across to the people?—As I have mentioned, I personally think that local administration is the basis, and we must establish an efficient and effective local government administration and work through that to get at the people to improve their methods. When we try it

through the existing Native Authorities nothing happens. But the whole matter is under discussion, and we are looking towards setting up a more effective and efficient form of local administration and hoping that through that we can get at the people to be less reactionary than they are at present. It may only be a pious hope; I do not know; but it is the best thing we can try.

3814. Have they a tribal memory? Do they recall the days when the land was more fertile?—Yes.

3815. And have not they any desire to see the areas where erosion has taken place restored? What happens to those lands?—In many areas they are definitely being abandoned.

3816. By whom—individuals or communities?—Individuals, or families. Take Awka, which you came through today: there are probably something in the nature of 2,000 families who go to the other side of the Niger at Asaba, where you embarked this morning, and rent land there year by year and bring their produce back. Again, up in Osaku there are areas which produce nothing. Again, something in the nature of 2,000 people go over to Idoma in the Northern Provinces and rent land there and then take their harvest back.

3817. So that they do at least still want to be farmers somewhere?—Yes..

3818. Whose responsibility is it to allocate abandoned land? Does it revert to the community?—No. Roughly speaking (it is very difficult to generalise over systems of land tenure) land is family-owned and that family has more or less complete rights in that land, subject of course to certain native laws and customs, but generally speaking no one can dispossess them or interfere with their holding.

3819. Even if they are absentees and they do nothing to cultivate it?—I doubt if such a case has ever arisen, but I should say even so.

3820. You feel that the population of the Eastern Provinces is capable of making more rapid steps to self-government than some other parts of Nigeria, do you?—I would not be quite so bold as to say that in public perhaps, but in many ways I think that possibly is so. I am not really in a position to criticise chieftanship, but with a completely free people with nothing sitting on them at the top in any way whatsoever, they do very urgently want to go on themselves; and I think myself that they will develop quite rapidly on pretty pure democratic lines.

3821. This answer can be struck out, if necessary, but it leads on to the other point: suppose the Eastern Provinces were

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a separate unit of the Empire, what would be your earliest possible date by which self-government would be really making rapid strides?—I should say that one person's guess is as good as another's. It is almost impossible to say.

3822-3. Anyhow the whole of the Development Plan will have to be carried out within the present framework of the administration; that is what I am really getting at?—Oh, undoubtedly.

3824. You do not envisage the time when there will be uncompleted parts of the Development Plan which they will have to take over uncompleted?—No.

3825. In that case, are there any parts of the Plan which could be handed over to the Africans earlier than others, as part of their training in responsibility?—Such as?

3826. Well, for instance, the roads have been mentioned frequently. You have had some experience of volunteers looking after the roads?—Yes.

3827. Has that been satisfactory?—I think the actual responsibility for looking after roads and that sort of thing will come through the local governments first. They must do.

3828. But apart from providing roads, does it provide training in executive responsibility for Africans?—That is what we are aiming at, but the only place where I think I could claim that the existing Native Authority really does take an active executive part in such things as roads, health and so on is Onitsha township, which was a second class township which was taken over by the Native Authority and which runs the former township as the Onitsha Township Native Authority. I think that is about the only place where they do take any immediate executive part.

3829. Are there examples of feeder roads being made entirely by volunteer labour?—Yes.

3830. What happens to the accounting in that case? Is any paper entry put down of the value of that labour?—No. (Mr. Chapman.) A man-day's work. We have not actually claimed against it because we were rather misled into thinking it would be claimed under town reconstruction.

3831. In the building of a road how much goes to labour and how much to materials and overheads?—(Sir Bernard Carr.) I should think practically the whole of it for labour.

3832. Regarding this argument about only 50 per cent. being supplied from the fund: if 50 per cent. labour were given, surely that would be recognised as the Native Authority's contribution, would not

it?—I think that is laid down, but in regard to the roads at Udi, which you will see tomorrow, I do not think any claim has been made at all.

3833. Has a ruling been given on it? Do you not think it would be a good thing to get it laid down as a principle that if the labour were provided locally, all the rest of the money would naturally come from the British taxpayer?—It is terribly difficult to work out precisely how many man-days or hours are given. They turn out, perhaps, for a week, and there may be 600 or 1,000 of them, and then they may dwindle down to 100 or 200. When it is done by voluntary labour we do not keep any actual check on it.

3834. But you did say there had been difficulty in speeding up the feeder road programme over this question of the 50 per cent. local contribution?—Yes.

3835. And if it were laid down that voluntary labour would be accepted as that 50 per cent., the difficulty would be solved?—We have only had voluntary labour on roads in this one particular instance, which you will see tomorrow, and I think possibly more through the personal influence of the District Officer than anything else.

Mr. H. D. Hughes.

3836. That means that you do not think the sort of principle of community effort in Udi is generally applicable?—No, I do not.

Mr. Parkin.

3837. Are those principles likely to become applicable? Is it a thing which can spread?—No.

3838. The natural next question would be about water supplies. Is there any chance of getting them done on the same principle?—I rather doubt it. I do not think so. (Mr. Chapman.) I should say only in isolated instances, and not as a general policy. We could not rely on it. There have been one or two cases of voluntary effort, but they have only been isolated instances. (Commander Johnson.) Such labour would be very uncertain.

3839. There being no authority to regulate it?—No.

3840. So you are not giving us a very encouraging picture of the development of local executive responsibility among the Africans?—(Sir Bernard Carr.) If the local executive is able to pay for what it wants, yes, but that would be in the nature of a committee—call it the local government or the rural district council, who would say, "We want this done. This road has got

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to be maintained to a certain standard. We will employ the labour and see that it is so maintained."

3841. And raise the money locally from the improved agriculture which you have not yet encouraged them to want?—The existing Native Authorities have their own funds. They get the major part of the tax; they get all the native court fees and fines and that sort of thing. Their revenue is in some cases reasonable; in other words, where they have fragmented into small units their revenue is uneconomic; but in the scheme for the future we shall look for amalgamation into economic units which can produce an economic revenue. (Mr. Chapman.) Where the voluntary effort would come in is not in giving free labour, but I suggest it would be a good thing to pay for the water supply ultimately, and then go and get your money back in labour. There are ample illustrations throughout the Eastern Provinces. If the people can be convinced by somebody that it is a good thing they will always pay for it. (Sir Bernard Carr.) For instance, in that place of 40,000 people I told you about; I went there some time ago and they said, "Can we have a water supply?" That was during the war. I said, "No, we have no materials." They said, "Is that really true, or is it money you want?" I said, "No." They said, "Because if you want £10,000 you can have it tomorrow." I am quite certain that they could produce it, and they will have to and I have no fear that we will get the money.

Wing Commander Hulbert.

3842. I think you said you were four agricultural people short?—Yes.

3843. What percentage of your establishment is that?—I do not think there is an establishment laid down.

3844. Who decides how many you should have?—The Director.

3845. In Lagos?—Yes.

3846. On your general staff position, are you very much below establishment?—Yes.

3847. About what percentage?—I could not tell you offhand.

3848. Is that shortage due to recruits not coming into the service, or for what reason?—Which are you talking of?

3849. Administrative and general?—The administrative I think are held up for the time being on account of the people doing courses in England, which take 18 months, but I understand from recent correspondence that people are not coming forward as one hoped they would.

3850. What is your explanation of that?—I really do not know.

3851. Is it conditions of service, salary, or that people do not like coming to West Africa?—One reason is that people do not like West Africa.

3852. And yet the commercial concerns get their staff all right, do they not?—I believe so. I have heard of no difficulty. (Mr. Chapman.) We are told in that connection that an engineer, for example, of whom we are short, can get a job in a private concern and the comparable job in the colonial service he would flick his finger at. He would not come out here for £900; he would not look at it. He can get £2,000 somewhere else. There is another thing: the question of security. They do not know how long the colonies are going to be there, and what happens when a colony ceases to be a colony? Those are things I do not know about personally; it is just what I have heard. (Sir Bernard Carr.) It has been said that the spirit of adventure does not exist now. You probably know more about that from the home point of view than I do, but people do seem to look for a far easier life than they did twenty years ago. Everyone expects a perfectly good house with complete furniture and equipment, push-and-pulls and goodness knows what. We never thought of it twenty years ago.

3853. Do you lose many staff by their being seconded to the central Government at Lagos?—Well, yes, we do. I do not believe we lose more in proportion than any other region, but there is a tendency to take quite a lot to Lagos.

3854. From your day to day strength?—Yes. I do not say that that can be avoided; I do not think it can be avoided. It has got to happen.

3855. While the service is under strength?—Yes.

3856. Are there any co-operative industrial operations in these Eastern Provinces?—The raffia industry, of which I spoke, is co-operative.

3857. Are there any others?—We have got the Co-operative Thrift and Loan Societies—quite a number, about 80 in the Calabar Province. I could not tell you the exact capital at the moment.

3858. Have you any textile co-operatives?—The Akwette Co-operative. The Awka Blacksmiths attempted it, but that was a flop. One cloth-making place at Akwette is co-operative.

3859. Are the Africans familiar with the loan facilities which exist in order to enable them to start industrial ventures? How do you get the people to know?—We have

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got the native authority councils and they should have been told, even if they have not been, that native administration funds are available for loans. We have issued a number of loans from native authorities. For instance, a group of ex-Service men were given a loan of £500 for a lorry. There are not very many but there are a few here and there.

3860. And how many applications would you get in a year or in six months?—Well, here we have certainly had very few indeed. (Mr. *Chapman*.) There have been very few so far, but I think under the organisation such as we have in view we shall get quite a lot.

3861. When will that be set up?—I hope in July. It would not be operative until April 1st of next year.

3862. What is the African's attitude to the development schemes today? Is he very frustrated?—(Sir *Bernard Carr*.) I think the answer to that is that if they have something in their own village or area they are apt to say development is fine, but if they have nothing on their doorstep they say it is complete nonsense.

3863. So you are in favour of getting ahead with all speed with the smallest schemes right away while there is a shortage of capital goods and personnel—anything that could be done more or less locally?—Yes, water schemes would certainly be welcomed; no matter how small they were, they would definitely be welcomed. Roads are always popular, particularly, of course, where there are not any at present; but anywhere you put a road it is welcomed and popular. (Mr. *Chapman*.) With regard to our telecommunications programme, we have a little wire from here to Udi and nothing else, because we cannot get steel poles. It seems to me it would be extremely useful and encouraging if we could put up creosoted poles, because the country is full of them, but that is not acceptable.

3864. To whom?—It has not yet been acceptable to the Posts and Telegraphs, and as a result our first priority of telecommunications has not yet been constructed. We are told we are held up for steel poles and steel brackets. I understand in the French Cameroons if necessary they sling the lines in the forest. (Commander *Johnson*.) We have an unlimited quantity of mangrove poles. (Sir *Bernard Carr*.) Telecommunications is certainly another development for which they are clamouring; they are terribly keen on that. You see, we have quite a number of divisional stations but no telegraph, let alone telephones.

3865. How do you indent for equipment here? Do you indent through Lagos?—

That is done by the department concerned; they do it through Lagos.

3866. Have you any funds under your control here to obtain materials by local purchase or any other means?—We have our regional estimates for the first time this year—this is under the constitution—and those regional estimates are under local control, but a department like Posts and Telegraphs is not a regionalised department, therefore we have no control whatsoever.

3867. Have you made representations that they should use the trees or creosoted poles?—Yes.

3868. What was their reply?—"No."

Chairman.

3869. Not up to standard?—It was brought up by the unofficial members of the House of Assembly at the meeting in December, and one man, Mr. Bowari Brown (you will meet him tomorrow) suggested concrete poles, and we put that to the Director of Posts and Telegraphs and he said that might be all right, but he had not got any hooks.

Wing Commander *Hulbert*.] No wonder they are slightly frustrated!

Mr. Yates.

3870. You said that the clerical service was hopelessly inefficient?—Yes.

3871. You are referring purely to Government service?—Yes.

3872. Have you reason to believe that the clerical service of commercial companies is hopelessly inefficient?—No, I am given to understand it is better than Government.

3873. Do they have any difficulty in persuading the Africans to train their fellow men?—I could not tell you.

3874. It is hardly likely, is it, if they are efficient?—I do not know their system. They may have a special system of training; I do not know. I am told that they are more efficient and I am also told the reason for that is that they are liable to be sacked at any moment.

3875. I was interested in your statement that the Africans are afraid to teach their fellow men because of their fear of losing their positions in that way. Have you given extra remuneration to those who are required to teach in the service?—No.

3876. You have never considered that? Do you use machinery other than typewriters in your departments—computers and adding machines?—We have

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one adding machine and we have duplicating machines.

3877. To avoid using a shorthand-typist have you ever considered using the dictaphone?—(Mr. Chapman.) No. We had one when I was in Lagos in the secretariat and they could not use it because they had not been trained. (Sir Bernard Carr.) I do not think that the African would be able to transcribe it if he heard the cylinder.

3878. If he knew English he could, surely?—If he did, but he does not.

3879. But he would be in the same difficulty even if he were an efficient shorthand-typist?—Yes. I have had shorthand-typists but I have had to give them up because their English (which is so essential) was very poor. I would dictate to them and the transcript would come back without punctuation or with wrong punctuation, and a very considerable number of mistakes in spelling. The result was that everything had to be done in draft first and recopied afterwards, involving a great waste of time. We advertised, too, for six shorthand-typists from anywhere in Nigeria for the Eastern Provinces and we did not get one.

3880. Are typewriting and bookkeeping taught in the technical schools? Is there a commercial course, with bookkeeping and other subjects?—There are so-called commercial schools, but they are nearly all private ventures run by people who know nothing about it. Is not that true? (Mr. Chapman.) I think so.

3881. Is it correct that the starting of schools for the training of clerks is contemplated?—(Sir Bernard Carr.) Yes.

3882. Has any progress been made in that?—I really could not tell you the present position. (Mr. Chapman.) I think the number of pupils is to be 49—it is under 100, anyway—and they have had a look at some buildings and they have a Principal. (Sir Bernard Carr.) You mentioned the question of adding machines, and so on, and typewriters. One of our difficulties is repairs. If a thing goes wrong you cannot send it over to a repair shop as you can in England.

3883. Private firms make arrangements for the training of their clerks. All the large establishments, it appears, run schools for their clerks, and certainly those who are appointed to train are recognised as being of a higher grade, but it would not appear that you have considered that at all?—(Mr. Chapman.) I think Sir Bernard said this, that if you have a chief clerk in an office and below him a number of assistants, they do not train the third-class probationer who comes into the service. They are certainly paid to do so

because they are paid a fat salary at the top of the scale, and they may be expected, for the efficiency of the service, or of the office, to train the younger men to do the jobs for them, in the same way as a District Officer trains an A.D.O. He does not get paid any more for it.

Mr. Edward Davies.] You have started with your new constitution, about which you have given us some information in the 1946 report, but unfortunately we have not the 1947 one in front of us.

Chairman.] We had Lord Milverton's evidence, which dealt with it.

Mr. Edward Davies.

3884. What I would like to know is whether you have your building completed for the House of Assembly or whether the project is making any progress?—(Sir Bernard Carr.) It is not finished; it is going up fairly rapidly; it is about up to first floor level at the moment. It may be finished in December.

3885. I think when people can feel they have got a home, as it were, that will be a great advance. What is your experience about town councils? You are starting a new experiment, I gather, at Port Harcourt?—Yes.

3886. When is that going to take shape?—On 1st January, 1949, probably in a sort of shadow form, coming into concrete being on 1st April next year.

3887. Are there any other schemes projected?—In Calabar we are working on a somewhat different principle, that the Native Authority there will take over the township, because the Native Authority area and the township area rather intermingle, and it will very largely be comparable with a municipality done under a Nigerian ordinance—the Townships Ordinance—as Port Harcourt is going to be; it will be comparable to that. It has already gone that way, and the development of other townships such as Enugu and Aba, and Victoria in the Cameroons, have not crystallised yet at all.

3888. You have some coal in Enugu, and in that sense you are rather in a special position, are you not?—Yes.

3889. How long has that project been in operation?—The mining of coal started in 1911, I think it was, or 1912; roundabout then.

3890. Have you any idea what the monthly or yearly output is? Is it increasing or decreasing? The point I am getting at is this. Sir Bernard has told us that the main basis of the economy of the country is the production of palm produce, and I am anxious to see what the prospects are in relation to income from

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basic raw materials, and coal in particular to begin with. Is the experience that you are having a rising and a profitable production?—With regard to production, that at the moment is limited by railway rolling stock.

3891. Has there been some hold up of wagons or of despatch?—Yes, at one time they were badly held up because of lack of railway rolling stock, and the production, I am told, could be increased enormously if they knew they could get the coal away.

3892. That is a very important consideration, is it not? What price is your coal fetching?—2rs. at pithead.

3893. Are you exporting any of it?—Yes, to other places in West Africa, like the Gold Coast, and I think a certain amount goes down to French territories, and I believe also to Sierra Leone.

3894. And in your view there is a big market and a potential output if you could have the services for working it?—At the present moment, yes, but when coal resumes its normal position I would not like to express an opinion. It had very little except local sale before the war. The Gold Coast had a contract but they would have liked to get out of it because they could get Welsh coal more cheaply.

3895. How far is your local product, coal, used in your own country?—It runs all the railways and all the ships, and everything that uses coal uses Nigerian coal.

3896. It is a state undertaking, is it?—Yes.

3897. Is any sold to private undertakers?—We all use coal in Enugu. Very few Africans use it. We did try to popularise it but it did not catch on.

3898. Your transport difficulty is merely concerned with rolling stock; your track capacity and the rest of it is adequate?—No, it is a single track, and that must always be a limiting factor. At the present moment the problem is rolling stock: we could run more trains if we had the rolling stock.

3899. Have you any reason to suspect that there is coal anywhere else in the province, or similar valuable minerals? I think we are going to have an opportunity of seeing the geological survey people at Kaduna, who will be giving us information. What I am most anxious about is that we shall assist you in the development of your territory in using all the natural resources which may be at your disposal, and in that connection cement itself may come into the picture, if we could be satisfied, for example, that there were adequate chalk or gypsum or lime?—Cement has been examined and it has been shown that it would not be an economic proposition.

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3900. Do you get periodical reviews or surveys of information from the geological people? Do you have any consultation with them?—Yes, we have a geological man here, and we have just got a special man out who calls himself a geographer; I am not quite certain what that means, but he is closely connected with geology, I believe.

3901. Is it concluded that palm products must for ever remain your main source of income? Does not the land lend itself to further similar productivity in other ways?—I do not think we could develop anything very large on account of the poorness of the soil and the increasing population. I suppose if we cut down all the palms (which, of course, they never would do) it might be possible to grow something else, but I would not like to express an opinion on that.

3902. I would like to pursue the point on which Mr. Yates and Mr. Hughes touched—the educational facilities and particularly the training of staff for technical jobs and things of that kind. It is proposed, is it not, to provide more technical training here?—Yes.

3903. In that connection we would think that some commercial training would be part of the activities—that is the prospect, is it?—I do not think that comes into it.

3904. If there is likely to be some sort of industrial or administrative development, surely shorthand and typewriting are subjects which are extremely useful in any business house, and in any Government department? Have not you thought of giving facilities to boys and girls to train in these subjects, such as they have at home? If you did that, it would help to overcome your clerical staff difficulties, would it not?—There is this clerical training school which is under way.

3905. I was wondering whether you had anything similar to what they have at Yaba, where young Africans were having the opportunity to get a first class training in various subjects?—I have heard of nothing beyond the clerical training school.

3906. Why do the Posts and Telegraphs object to the use of wooden poles? Why do they insist on steel poles?—I do not know. (Mr. Chapman.) I do not want you to feel that I am criticising the Government, but I think there is a tendency in this country towards a policy of perfection. Even when it comes to hospitals, it seems that we have to have the finest in the world, with tiled bathrooms and press-button latrines. This is not a first class country—that is the fact which broadly underlines the situation—and, that being so, this country would get on much better with a second class policy for a while. That is my opinion.

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[Continued.]

3907. Is not that laid down by the home Government?—(Sir *Bernard Carr*.) I think anything put up with Development money must be permanent.

Chairman.

3908. It is proving a great incubus?—Yes.

Mr. Edward Davies.

3909. I was interested in Sir Bernard's reference to 32 per cent. of the child population getting some primary education. Is he able to say how far the girls come into the picture?—(Mr. *Chapman*.) May I say that the Deputy Director of Education is at the Board of Education at Lagos, but I can get out statistics by tomorrow.

Chairman.] We do not want to put you to a great deal of trouble. We have had the answer to that particular question.

Mr. Edward Davies.] I would just like some general ideas as to what the attitude is locally.

Chairman.

3910. But we were told that the question of education of girls was a very large social question as well?—(Sir *Bernard Carr*.) I think it is mentioned in the Annual Report we had the other day.

3911. May I put one or two things to you in conclusion? You have heard now the views of the Sub-Committee and the general trend of our feelings, and we have also heard of your shortage of staff, but there is a matter which no other Member has raised, and it is in connection with broadcasting and a relay service. You are very badly off for telephones and telegraphs. Has any scheme gone forward under Development for wireless or transmitting stations of any kind?—We have several local diffusion services. (Mr. *Chapman*.) That is a Public Relations matter; that is where the money comes from.

3912. It does not come under your tele-communications at all?—I am afraid I would have to look it up to make sure.

3913. Failing getting communication by cable or by telegraph or telephone, there are very simple systems of communication by radio, and I only wondered if that idea had ever been put up to you?—(Sir *Bernard Carr*.) I have mentioned it, I know. Whether we have actually written about it I could not remember; I do not think we have; it has come up in conversation.

3914. You attach importance to wireless and communications?—Yes. (Mr. *Chapman*.) In that connection might I say that we cannot speak to anybody outside Eastern Provinces, but the Army can speak to anybody in the world.

3915. We have been given this draft of your estimates, and are we to assume that these headings—46 of them—are completely up to date?—Yes.

3916. And this is the form in which you keep your regional accounts?—Yes.

3917. And they are kept in this form laid down by Lagos?—The same as the Government colonial estimates form.

3918. Does that mean a great deal of duplication under this new regional budget as well as the Nigerian budget?—No, Sir.

3919. It is "as well as," is it?—The only thing that appears in the Nigerian estimates is that which votes us our total revenue allocation. This is entirely our own.

3920. We are also told that in the direct taxation ordinance there is a tremendous variation of rates, from 3s. to 8s. and 10s.?—Those are not up to date.

3921. Is the form of taxation throughout the region uniform?—The method of taxation, yes.

3922. We were told that there are two provinces where there is a different form of taxation of women?—No women are taxed here; that is in the Western Provinces.

3923. There are two provinces in which there is a cause of complaint due to variation in the practice?—That is in Abeokuta and Iboji.

3924. There is one other thing I would like to mention before we break up. You have been asked a number of questions about the training of clerical staff and the teaching of shorthand and typewriting. You will have observed that a shorthand note is being taken of everything you say. It may be of interest to you to know that the standard of shorthand writing in these select committees of the House of Commons is the highest anywhere in Europe, and you might like to take the opportunity of asking the shorthand writers' views on the best methods of training Africans to become efficient in shorthand and typewriting.—(Sir *Bernard Carr*.) Thank you; that will be very helpful.

The witnesses withdrew.

Adjourned till to-morrow.

SATURDAY, 10TH APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*)

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

At ENUGU.

The Hon. A. EGBUNA, Member of the Eastern House of Assembly and Member of the Central Development Board, The Hon. CHARLES ONYEAMA, Member of the Legislative Council, and The Hon. H. BOWARI BROWN, Member of the Legislative Council, were called in and examined.

Chairman.

3925. For the purpose of the record, Mr. Onyeama, you are Provincial Member for Onitsha Province?—(Mr. *Onyeama*.) I am the member for Onitsha.

3926. You are the first Member?—Yes, for the Eastern Provinces, in the Legislative Council.

3927. And you are the Provincial Member for?—For the Onitsha Province—second Provincial Member.

3928. Then, Mr. Brown, what is your position?—(Mr. *Bowari Brown*.) I am the second Member for the Eastern Provinces in the Legislative Council and Member for the Rivers Province.

3929. That is down Port Harcourt way, is it?—Yes—in the House of Assembly.

3930. And Mr. Egbuna?—(Mr. *Egbuna*.) I am the Member representing the professional wage-earning and working-classes in the House of Assembly, and also Member of the Central Development Board.

3931. This Sub-Committee is out in Nigeria with regard to the money which the British taxpayer is spending in regard to the development schemes in Nigeria, and what the Sub-Committee would like to hear from you is what you feel about these schemes and what you consider are the mistakes which have been made, if any; and what the things are which you would like to see done?—(Mr. *Onyeama*.) As regards development, I would not say that many mistakes have been made. I would say that not much has been done: However, the blame for that does not altogether lie, in my opinion, with the Nigerian Government. I think it is very closely linked up with the whole economic standing of the world after the war. For instance, it is very difficult to get trained staff to do development work, and time and again, if money is considered in the Legislative Council, year after year we consider the same item, the reason being no machinery, no personnel. Talking of machinery, I think it would be admitted that the first thing to do would be to make certain that

there is sufficient in the way of communications by way of vehicles to move people from one place to another when they become available. Last March in Kaduna in the Legislative Council we discovered that it was impossible to move even the produce of this country, on which the whole economy depends, from the stations to the coast. For instance, in the Cameroons we have at present about 20,000 or 30,000 tons of groundnuts and other produce unmoved, the reason being that the railway has not sufficient rolling-stock. They managed to get 40 new engines from Canada a few years ago and these have been allocated to the Western Provinces; but they are far from being sufficient to meet the demands of the people. Again, if you go down to the coast you will find that the river communications are very poor; there are not enough boats. The point is that without these internal communications there can be no real development. The air transport service, of course, is only a limited means of conveyance and only for important things. The first thing I would consider to be of vital importance is to ensure the punctuality of transport. The other thing is the question of staff.

3932. Could you say something about telephones and telegraphs?—They also suffer from the same trouble, that there are not enough materials.

3933. Have you any remarks to make about that, Mr. Bowari Brown?—(Mr. *Bowari Brown*.) I have much to say. Telecommunications are simply appalling. We cannot get anything done. There is no means of communicating with the Headquarters of the Provinces, such as the Ogoja Province and the Rivers Province, and it is a very promising province; I think it is going to be one of the most progressive divisions in the country. They are very willing and loyal. The difficulties regarding telecommunications have been going on for two years. There have been no steel posts and other materials and not enough personnel. I have suggested that we should resort to some temporary way of getting over the difficulties. We have

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[Continued.]

very good hard-wood in Nigeria which will stand for 20 years; or we can try concrete pillars, which, as I told the Director of Posts and Telegraphs, I found were doing very well in Liberia where I was last year. But every time we are told that we have got to wait until materials are available. How long it will take nobody can tell. The improvement of communications is one of the most essential things.

3934. You think that by using wooden posts, although they may not last as long as steel posts, they will probably last for your lifetime and ours: and you have plenty of wood?—Yes. Then with regard to river transport, at the Legislative Council meeting in March I referred to the launches on the river as being just a little better than nothing. You can move around when you go to Brass, Bonny and Degema and there are no launches. Many a time a District Officer is tied down to his station and cannot visit his division at all. There is one doctor station at Degema for the whole of the Degema and Brass division. I think Brass is about 100 odd miles from Degema; Bonny is about 80 miles away, and there is only one doctor there. There are times when he does not visit these places for 3 months, because there are no launches available.

3935. You are talking of Government-owned craft?—Yes.

3936. But it is also true that the private craft owned by the United Africa Company and John Holt's and so on want renewing too?—Yes, Sir, but they are not being used in the Rivers Province very much. Most of them are used at Calabar and Opobo and so on. I am referring to Degema and Brass Division.

3937. Do they not have any craft on the River Niger?—Yes.

3938. Are they in good condition?—I think they are also very old.

3939. You were going to say something about staff?—(Mr. Onyeama) Yes. We are in the unfortunate position of being deprived to a very large extent of the advice of experts. I think the question was asked in the Legislative Council as to the qualifications of the few development officers, and the reply was that they had not any except the ordinary physical experience. But I think that in development some degree of expert advice from people who have studied the subject for many years, both theoretically and practically, is very necessary.

3940. You mean specialists?—I mean specialists. But now the demand for specialists is so great all over the world that our chances of being considered at present are very small. In England you have reconstruction work going on and the same applies all over the world, and whoever has an expert or specialist will keep

him. We cannot get them, so we have to do with what we have. I think, too, that now and again we have development officers who have been found to be not quite what they are required to be and they are taken on to some other jobs, such as social welfare. That difficulty of staff is very very great, because if you want development and you have not got people to tell you how to develop a particular line of action, it is not much use. That also applies to the question of telecommunications, because the Department of Posts and Telegraphs is grossly understaffed. The Director says that he cannot get the people. You may put up your new Post Office but you simply cannot get the staff. You have to train men for that work in Nigeria and you cannot get them, and men on the staff cannot take their leave when it is due.

3941. You are talking of European staff?—At present we have not any African specialists.

3942. Cannot you send Africans home to be taught?—Yes, but the Development Plan is a ten-year plan, and although we think we may not finish everything in ten years, at least we hope we can achieve something substantial in ten years. It is not much use discussing a ten-year plan 15 years from now.

3943. Can you add anything on this question of staff, Mr. Egbuna, because you are the Member for the professional, salaried and wage-earning people?—(Mr. Egbuna.) I think in the past the Government has made efforts to get men out for the purpose of controlling these various schemes, and we have been told that men are not available, and we are not surprised. But we have always suggested that, in spite of the fact that theoretically it is a ten-year plan, nevertheless it might be found profitable if some of the local people with the proper aptitude could be sent to the United Kingdom and be given a proper brushing up, which will make them the type of specialists required. I am afraid that in the past the Government has not been very kind, because while we have scholarships and a number of people have been sent to the United Kingdom to do work in regard to social services and educational services, not many people have been sent to England in regard to further studies in connection with technical work and that is the type of person we want at the moment. We are inclined to lay too much stress and emphasis on the wrong things and leaving undone the right things. Each time, of course, we are told by the authorities that of course it does take a long time to make an engineer, but unless you start somewhere you can never get anywhere at all.

3944. Quite?—So that if the Government were prepared to release funds for the purpose of giving technical education not

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only in Nigeria but outside Nigeria, we think that it would be easier to get the type of person we need and that greater impetus would be given to the whole scheme. That is, assuming that after 10 years Parliament might be willing to extend the period, but in the meantime, while there is such shortage, efforts might be made to second people from the home Government, technical experts, to Nigeria, because it is felt (and quite rightly) that the people who have come out so far are not of the best type; they are not very suited to the jobs at which they are supposed to be experts, and in quite a number of cases the Government has admitted failure by sending people home. We would not say that it is the fault of the Colonial Office because they have not been very careful in their choice of personnel, but probably because the proper people are not coming forward. Rather than have people who know nothing whatsoever about the jobs, the whole scheme might be postponed until we can get the type of person sufficiently experienced in this matter to carry the schemes out. Generally speaking, the view abroad in this country is that most of this money is simply devoted for the purpose of trying to make the people believe that you intend to develop the country, so that while a great deal of money is being spent there is nothing to show for it. I do not know how many millions we have spent, but you can go through the country and there is nothing to show for it at all. Take the local schemes: if you visit a small place about 53 miles away from here I think you will find one of the best-built hospitals in this country and the Government promises to make it the best-equipped; but my view in that case is that there is not a need for a hospital of that type in that place. In other towns like Enugu and Onitsha, the more heavily populated places, where there is a need for up-to-date hospitals, nothing has been done; because as the money is there you have just got to distribute it throughout the country and that is that.

3945. But are not you in a position to say, as a Member of the Board, that there should not be a hospital there?—Yes. I have only attended one meeting because the Central Development Board originally was broadly composed of officials, and it is only recently, as a result of representation from our side, that—

3946. How many meetings have you attended actually?—Only one, four or five months ago. After that there was so much work to be done that no more have been called; and I do not think that was very successful; it was a short meeting because everything was already on paper.

3947. Have you anything further to add? Perhaps you could tell us whether, in your view there is a real genuine desire for better

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water schemes throughout the country?—(Mr. Onyeama) Oh yes, that goes without saying.

3948. In your view, as there is plenty of cement in the country, do you think that Africans would co-operate in getting ahead with the schemes? What is preventing them from going forward? Why is there this delay? Why cannot you get on with some of these things?—Do you mean why cannot the development go on?

3949. Yes. We understand that what the people want is better water supplies. There is a very large sum which the House of Commons voted for that end, and yet we come here and find very little done. If you are going to wait for iron pipes from England you will never have a water supply?—I think the real trouble is that the possibility of co-operation by the people has never been put to them.

3950. It has never been put to them?—No.

3951. How do you suggest it should be put to them?—I suggest that all native authorities should be made aware of the readiness of the Development Department to do things in certain areas if the people wish them to be done and if they are prepared to co-operate. Where I was born, about 12 miles from here, the people have to go about two miles and get their water from a spring. It is the usual thing in this country. We are used to walking two miles for our water supply, but other people further back have to go five or six miles. If the people were told "Cement is available. We intend to supply you with water storage tanks, if you are prepared to supply the labour, if you will have a day of common labour perhaps twice a month", I think it would be very simple indeed. Even in this area the people have made a good many roads of their own accord, when it was pointed out to them that if they did this certain benefits would accrue to them from a local fund which pays for labour done by people of their own accord. If this thing were brought home to the people I think it would solve the problem.

3952. You think that there is at the moment a great feeling of frustration in the minds of the people, but not much else?—Yes. I think the people themselves know nothing about it, apart from the members of the Council and the people who read the newspapers. The ordinary man in the street does not know that there is a development plan, because all he is concerned with is buying his "chow", and that is all. There is nothing to make him know that there is a change of life in the country. People look on these things not as part of a scheme of development, but as sporadic activity.

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[Continued.]

Sir Peter Macdonald.

3953. I would like to ask these gentlemen what order they would put these development schemes in? What are the first priorities? You think that not much has been done and that much more could be done. What would you put first?—Personally I think it would depend very much on the area you are considering. You could not have a rule to apply in every case.

3954. In the Eastern Provinces?—In the Eastern Provinces I would put water supply first.

3955. And what would you put second?—Secondly, palm-oil products machinery.

Chairman.

3956. Pioneer Mills?—Pioneer Mills, yes, because they touch the life of the average man far more.

Sir Peter Macdonald.

3957. Regarding these mills, do you think the farmer would accept them?—They have accepted them wholeheartedly. Truly at first there was some suspicion, because at one time there was a fear in the country that the Government was going to take over the whole land from the people. So that if you suggested to a man that you were going to buy him a new motor car tomorrow, he might think that there was some connection between the motor car and his land. Erosion schemes could not go forward because of the fear that the land would be taken. But once the District Officers are able to explain to them that there is no fear of that, I think it will be a success.

3958. What is the third priority?—There are so many things I have in mind that it is difficult to give any priority. After those first two you might have medical services.

3959. Not roads?—Roads are all very well in their own way, but you have got to consider the people with whom you are dealing. At present there is development which is going on towards a certain goal and it is impossible at the outside to provide everything. If you give them good water supply and improve their health the question of roads will come when you are assured of regular motor transport. You have got to get the produce before you can give roads priority. But right in the push you might find for the next five or six years that the people might prefer to bring in their goods themselves to the shop base and sell them; or, if you have a co-operative system, they might be able themselves to make arrangements to have one single road to bring their things in. The condition of the road would depend on the improvement of the transport.

3960. You say that people do not think anything at all has been done under the Development Scheme?—My friend on my left said that.

3961. And you put palm oil development as a second priority?—Yes.

3962. We visited a development scheme the other day, paid for, I think, altogether by the development fund, with the object of developing the palm oil industry. Do you know anything about that?—Research?

Mr. H. D. Hughes.] That was the Oil Palm Research Station in the Western Provinces.

Sir Peter Macdonald.] That is for the whole of Nigeria.

Chairman.

3963. That is a place where research is being carried on for the whole of Nigeria, but you do not know about it?—No, and if I do not know about it you can well imagine that the ordinary man in the street would not know.

3964. A lot of money has been spent there. That is a good example of lack of publicity?—I have no doubt that money has been spent there. (*Mr. Bowari Brown.*) I had the privilege of opening the pioneer oil station and they are supporting it very well. The people are very pleased with it, and we have had several applications since then.

3965. You are a member of the Development Board. Have you heard of this Research Station?—(*Mr. Egbuna.*) Only at the last meeting of the Central Development Board.

3966. They have been functioning for two or three years now; they started in 1942?—(*Mr. Onyeama.*) One important thing I had overlooked was soil preservation.

3967. What priority do you give that?—I would almost make it the same as water. Mind you, that would not go down very well with the people, for this reason: that the average man in this country does not think in terms of twenty or thirty years; he thinks in terms of his own immediate life. He is satisfied that a piece of land will give him food for the next twenty years and he has not much hope of living much longer than that unless some accident happens. He cannot understand why he should be told to leave this land because it is going to be conserved for some purpose he does not understand. If the Government says it his reaction is one of suspicion—"You are trying to take my land away."

3968. You are official members of the Legislative Assembly and it is up to you to tell them these things?—If we tell them this we are termed quislings. That is a

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[Continued.]

fact, really. (Mr. Bowari Brown.) With regard to soil erosion, I might say that quite a large portion of one of our towns has been washed away and a Government station is in danger of being washed away. The P.W.D. are now engaged in making some attempt to put in some sort of break-water.

3969. We shall have to press on with our inquiry this morning and restrict ourselves to a few questions, and the answers should be as short as possible, while giving us the information we want?—We hear quite a lot about development plans, and our people have heard that the British taxpayers are making a grant of millions of pounds to us, but they see practically nothing, and they say, "You tell us about development, we hear about it, but we do not see it. We see nothing actually being done."

Mr. Yates.

3970. As Members of Parliament you are able to obtain travelling expenses, I take it, if you want to travel about the provinces and explain to the people what is being done? Or am I to understand that, because you may be termed quislings, you do not do any kind of educational propaganda work at all as Members of Parliament?—(Mr. Onyeama.) On that point, it is only this year that it has been suggested by Government that we are to get £100 for all expenses.

3971. Only this year?—In fact, it has not been approved yet. It was mentioned at the last meeting of our Legislative Council. With regard to being termed quislings if we do any propaganda, I think we are termed quislings not because we have done these things but because we are taking a line which does not meet the wishes of the population.

3972. We also have to do that sometimes! Mr. Egbuna, you mentioned something about a hospital 53 miles away for which in your view there was no real need; you felt it should have been put up elsewhere, I think. May I ask what this hospital is doing? Is it fully occupied? Only we understand that beds are very scarce in hospitals, even to the point of patients having to sleep on the floor?—(Mr. Egbuna.) The hospital in question has not been fully equipped. There is a grand building, and I think it will remain so for a long time, but I do not think the number of patients needing that hospital justifies the expenditure just at the moment on that scheme in that area; because at the present time (my friends will bear me out) I think you more or less have to persuade people to come to the dispensary for any attendance; but it is felt that they have not had a fair deal in the past because they have not had good dispensaries, and therefore a real first-class hospital should be built for them. That may

be right, but there are places like Enugu or Onitsha and other places which really can do with a hospital like that, because the need is very great now. Of course, in Nigeria there are certain places where a doctor has to beg people to attend him for treatment.

3973. It is the place that you are questioning, not the expenditure?—That is it.

3974. It is not the type of building but the location of it?—Yes.

3975. And you say it is not sufficiently near to the points of greatest demand?—Yes.

Wing Commander Hulbert.

3976. Where does the Central Development Board meet?—Lagos.

3977. Is there any suggestion that it should meet in other provinces like the Legislative Council does?—No.

3978. Do you think that would be an advantage?—Actually, I do not think much could be gained by that, because, after all, it is just a meeting of members, and no useful purpose would be served by sending them anywhere else; but, if you were to suggest that provision be made for members to travel as widely as possible in order to see things for themselves, I should be all in favour of it. This is a personal matter, but I think it has a bearing on this. Only a short time ago I felt I had some free time and I wanted to travel round some portion of the western area to see one or two things; the Chief Commissioner had asked me to go out to see the experimental station. I knew the petrol position was difficult but I said I would like to be given an allowance in order to get around and see these things, and the reply I got was that I could not have petrol; so the result was that I could not move.

3979. How often is it anticipated that this Board will meet?—It will depend very much on what has been done in the intervening periods between the meetings, because unless the Development Secretary has anything new to tell us or any schemes to report, there is no necessity for it.

3980. In between meetings are the papers circulated to you?—Yes, all the papers are circulated.

3981. So you are in that way kept informed?—Yes.

3982. Now, you were talking about telegraph poles in regard to telecommunications. Is there any suggestion of using small range semi-portable radio equipment—wireless-telephone equipment?—(Mr. Bowari Brown.) Just now there is a promise of that. We are very isolated from the mainland, down in the Brass division, and it takes about four days for letters to come from Port Harcourt. As representative of that province I have complained bitterly

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about that, and before Lord Milverton left Nigeria he made a definite promise that a wireless station would be installed at Brass.

3983. You know there is a great amount of ex-army surplus radio equipment available in the United Kingdom. Whose job would it be to suggest that some of that might be acquired?—I think that would be a matter for the Local Development Board or the Public Relations people. (Mr. Egbuna) I should have thought it was for members of the Legislative Council. If they want to see things done and they know the material is available, they should insist on it.

3984. If you think that is a good idea, to have small radio transmitters and receivers, what steps can you take to do something about it? Would you have to write to the Development Secretary?—We could communicate direct with the Chief Secretary; and there is nothing to prevent a member bringing it up by way of question.

3985. You only have meetings every six months?—Yes.

Mr. H. D. Hughes.

3986. Mr. Egbuna, you are a member for the professional and wage-earning classes?—Yes.

3987. What means do you have of reporting back to the trade union movement or to the professional associations on your work?—The only means I have actually is that as a lawyer I move about quite often and I have contact with people in that way. If I feel it is necessary to refer matters either to the Trade Union Council or to any of the bodies in Lagos, when I visit Lagos (as I shall next week) I get in touch with them, but apart from that I have no definite contacts—the Government does not provide any special facilities to enable me to go out of my way to meet anybody at all. I have always felt that as a member of the House of Assembly or Legislative Council I should have (and others) the facility to move about fully and without the Government trying to find out what I am doing and why I am going to a place. If you really want to visit your constituency, the thing to do is to get in touch with the Resident and say you would like to go to such and such a place and see a person, and the Resident probably approves, but in the meantime the time at your disposal is getting shorter and by the time the approval comes—if you want the Government to be responsible for it—you are not in a position to do anything at all.

3988. Is there any regional organisation of wage-earning and professional classes?—I would not say it is regional, but they have branches in various cities and they

hold meetings at the end of the year, sometimes at the headquarters and sometimes at the regions, but it is not on a regional basis.

3989. What methods would you suggest that the Government should follow to get over to the people the Development Plan and the difficulties connected with it? You said that the present situation is unsatisfactory and that there is not very much more that you people can do about it without leaving yourselves exposed to criticism as quislings. What steps can be taken?—(Mr. Onyeama) I have not thought of the answer to that. I might suggest that a Development Officer be attached to every division in a province and that he should be made an *ex officio* adviser.

3990. An African?—It does not matter; but he should be an *ex officio* adviser of the Native Authority. The real link between the Government and the people is the Native Authority, and the only way for the Government to get at the people is through the Native Authority; and, if you want them to know about development, you must make certain that the Native Authority knows something about development; so I would suggest a Development Officer or a Development Board, representing the main organisation, should be there to advise them. The first thing is to get in touch with the authorities and to let them know what is happening, and then they can pass it on to the people.

3991. Is there no information about development reaching the Native Authorities at the moment?—There certainly is, but unfortunately the Native Authority, as at present constituted, is of such a nature that what they say yes to has not got into their heads at all. The D.O. says something and they say yes to it but five minutes afterwards they have forgotten what it is all about; that is the real difficulty.

Mr. Parkin.

3992. You put as a high priority the development of palm products, and you said that the Africans accepted the Pioneer Mills with enthusiasm, but you also told us that the farmer is extremely suspicious of any move which he thinks will result in his land being taken away from him. Is he conscious at all of the fact that the land is deteriorating, and is he anxious to improve the land at all?—I would not say that he is conscious that the land is deteriorating. If I might give you an example, when I returned from England in 1941 the Chief Commissioner told me to speak to my people about that matter, and I called a meeting of the people, and to those people that turned up I said this: "Look at the land going to waste in these hills", and I proceeded to tell them what would happen if their policy was not changed. They said to me, "Our fore-

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fathers farmed quite successfully and we have no need to grumble, we are getting enough to eat. Why worry?" What else could I do? I came back admitting failure.

3993. But you would agree that, somehow or other, the farmer must be made conscious of this fact?—Yes.

3994. It is not sufficient to get him interested in having a better price for the palm fruit or in getting it marketed more efficiently. He must be made conscious of the fact that the food can be improved?—Yes.

3995. And the Oil Palm Research Station was established for that purpose, but you do not think there is any desire here among the ordinary African farmers to improve their land?—No, Sir. You have to fight against one thing: the illiteracy of the masses. It is a dead weight and you cannot get beyond it.

3996. When you say that your fellow countrymen said their forefathers had farmed on certain hills successfully, surely the answer to that remark is that they must be able to remember that the crops were better then?—Yes, but may I answer that in this way: seven miles from Onitsha there is an experimental station—Inkuri—and the idea or it is that farmers living nearby should come and see what is done and how their crops can be improved. Nobody goes there at all.

3997. What do you think would interest them?—It is very hard to say, because the whole thing is interwoven with politics. You have in this country people who tell the masses, "We are going to save you. Your land is in danger of being grabbed. Do not do anything without our advice." The people turn round to the Government and say, "We want to rule." The Government says, "We do not think it is really time for you to rule." Then these people say to the masses, "All right, then. Your enemy is the Government." Now, as we happen to be part of the Government, we are described as the "people's enemies". With the best intentions in the world, if there is no confidence between us and the farmers we are up against a brick wall and they will not believe anything we say. That is, I think, the difficulty we are up against.

3998. Would Mr. Bowari Brown have answered the question in the same way?—(Mr. Bowari Brown) I think I agree with my friend. Almost everything a member of the House of Assembly or of the Legislative Council does today in Nigeria is misrepresented, and we are called quislings, yes-men. The people are led to believe that within the next few years they are going to be independent and have everything, and that is militating very much against the progress of the country. As Mr. Egbuna said, the masses are illiterate and things are being misrepresented to them; articles

are written and circulated everywhere, and, even if a man cannot read, they are read to him and he is told, "This is the latest", and he believes it and passes on the report, and it goes all over the country, so that the whole time Government is being misrepresented. We know that Government has no intention to steal our land but that, on the other hand, Government wants to improve it, but there are people who keep on saying, "We do not trust Government; there is always something behind Government's intentions; Government never acts in our own interests." That is the main difficulty. If it was not for this constant misrepresentation the people would know that a lot is being done in their interests.

Chairman.

3999. When you meet in Legislative Council, do you find that the conditions about which you have been telling us prevail in other regions to the same extent, or do you find that the conditions here in the Eastern Provinces are quite different from those anywhere else?—Not entirely so.

4000. You have described the policy of certain people as being to undermine the position of the Government and, with the Government, your own position. Does that chiefly come from Lagos?—All our troubles come from Lagos. We say that too much of our money is being spent on Lagos, to the detriment of the people in the provinces.

4001. As you know, you are free to go right forward and take a great part in the development schemes, in which you will be assisted by the British taxpayer. To what extent can we, as Members of Parliament, be assured that you are able to put forward your views and that you will play a bigger part in encouraging Africans to do more? We should like to see them going ahead, forming little companies, and so on. Before you answer that question, I would like to mention another point. I am told that there is a great deal of bribery and corruption right throughout the medical and health services. I am told that if a doctor says a person is to have tablets of M. & B., that person is not given the tablets; they go to some more wealthy person who can afford to pay 6d. for each tablet. Now, we, as British taxpayers, are responsible for this money, and we want to see that sort of thing—if it is true that it does go on—cleaned up. I am quite willing to admit that in many cases these practices may have been learned from Europeans, but, of course, that still does not excuse them, and, if there is bribery and corruption right through the dispensary services, as we are told, how do you propose to put it right? It is not fair on the British taxpayer that he should be

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pouring money into this country only for it to be misused in one way and another. Is it true that there is corruption of that sort?—(Mr. *Egbuna*.) It very definitely is true, and not only in the medical service but everywhere. (Mr. *Bowari Brown*.) Almost all the departments are infected with it.

4002. Is there any hope of public opinion being stirred up against these practices?—(Mr. *Egbuna*.) Talking about corruption generally, until the Harragin Award was made, it was thought that the members of the Police Force were so ill paid that the only way they could supplement their living was to have some perquisites. They were the most favoured section in the Harragin Award, and I think they are very well paid now; and Government takes the view, quite rightly, "Now that you are well paid we expect a higher standard of honesty"; and throughout the country now you find prosecutions of policemen who are suspected of bribery or who are connected with anything dishonest, and it is having an effect on the people: they realise that as soon as policemen act corruptly they will be punished. Now, the same thing could apply in the medical services if only the head would institute an investigation into the departments to find out who are the persons practising corruption and take steps against them; but, as things are at the moment, people, even when caught, are allowed to go scot free and return to the service. I know of cases where nurses have been found to be administering injections unlawfully and prosecutions have taken place, but people have still been heard to say that there is no reason why Government should not retain their services. But, if Government were to say to them, "We do not want you any more in our service," I think that would have a considerable effect.

4003. My last point is this. The Financial Secretary in Lagos, in giving evidence to us, said he was keeping in mind the fact that eventually you will take over this country and be responsible for the administration, and that we must bear in mind what is the increasing actual cost that you will have to bear. All these schemes are started by us but you have to keep them going. Now, is that a matter which is really kept in the forefront of your minds in Legislative Council? Do you appreciate the fact that, in order to raise money to maintain these services in the future, you must improve the economy of the country if you are going to have a successfully run enterprise? The figures the Financial Secretary has given us are rather alarming, you see. It will mean adding to your annual burden something between £7 and £11 mil-

lions raised from the pockets of the people to maintain the services. That will be a severe burden on you, and therefore I do want to ask you this final question. A lot of the cost to which you are being put arises from the fact that you have so much of this superior sort of building going on, which is designed to last for goodness knows how long. Would you not be much more satisfied to have simpler things and more of them, making use of local products, and then perhaps in 20 years' time the design will have changed and you will want a different pattern; and you would therefore be in favour of not having quite such permanent buildings on such a grandiose scale but more simple and more adaptable to the conditions and therefore cheaper? What is your view on that?—(Mr. *Bowari Brown*.) I think that is a very good suggestion, because instead of our spending £20,000 on one building in one centre, that amount will be used for putting up similar buildings in four or five different places, and there are places which are in need of good temporary buildings which have not got them; whereas thousands of pounds have been spent on one building in another place. Therefore I think that is an excellent suggestion, that we should spread the money more widely throughout the country. As I said, Lagos is our capital, but that does not mean that all the money you have given us must be spent on beautifying Lagos while the provinces are left to suffer. We have a village climate and a town climate. That is one of the things our people would like to see—village planning. They would see something being done. They are all hearing about village planning and town planning, but no example is seen. I think Mr. Onyeama undertook to plan a village. (Mr. *Onyeama*.) A small road. (Mr. *Bowari Brown*.) That brings us to this matter. Formerly the Native Authorities had a certain amount of power to get their people to do voluntary work for communal purposes. We were told that that was contrary to law; that it was forced labour. As a result of that the people will only pay their taxes now. If they are asked to do anything else they say "I have paid my taxes, and you cannot order me to do this or that." Formerly they gave a good deal of their own time voluntarily to improve their villages and so on.

Chairman.] We are very much obliged to you for the evidence you have given us, and we would like to assure you that we are anxious for you to go ahead with your plan; but we cannot do anything unless you are able to convince your own folk that it is necessary. Let us try and stop all this suspicion and discord. I confess to you that I like the Eastern Provinces much better than Lagos.

The witnesses withdrew.

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[Continued.]

Mr. G. C. R. GRAY, Assistant Chief Conservator of Forests, Mr. J. McCULLOCH, Assistant Director of Veterinary Services, Mr. M. PARK, Deputy Director of Agriculture, Mr. R. RODGER, Deputy Director of Public Works, Mr. C. WILSON, Deputy Director of Medical Services, Mr. N. TURNER, Regional Treasurer, and Mr. J. E. JULL, Senior Assistant Registrar of the Co-operative Societies, were called in and examined.

Chairman.

4004-4005. Regarding this co-operative movement, about which we have had evidence elsewhere: do you consider it is progressing satisfactorily in the Eastern Provinces, Mr. Jull?—(Mr. Jull.) Yes, I think it is. There are in all three main branches of the co-operative activity: there is the Co-operative Thrift and Loan Society, which is for salaried persons and enables them to save money which they draw on retirement. Then there is the Co-operative Thrift and Peasant Society, which is for peasants and petty traders, which enables them to borrow money at low rates of interest and use it for their own livelihood, whether they are farming, or trading, or buying farm produce, etc. Then there are Cocoa Co-operatives. Then there are one or two others, such as the smaller local industries like the Ikot Ekpene Raffia Society. There are twelve consumer shops, mainly up at Udi. That is generally speaking all we have got. The three main ones are the Co-operative Thrift and Loan Society, the Co-operative Thrift and Peasant Society and the Cocoa Marketing Co-operative. There are 100 Co-operative Thrift and Loan Societies with total savings of £80,000 in the Eastern Provinces. Of Co-operative Thrift and Peasant Societies there are about 200, nearly all in the Calabar Province. On the 31st March they will have total assets of about £8,000.

4006. Is there any reason, in your view, why there should not be established land banks, or something on the basis of agricultural credit banks of some sort? That is a question which perhaps the Deputy Director of Agriculture can answer. Then we have had a good deal of evidence about these Pioneer Mills for palm oil.—Yes.

4007. Is there any reason whatever why, under your organisation, there should not be established ad hoc co-operatives, which would have the confidence of the people, so that they would take over and manage one of these things?—I do not think there is any reason why, if these oil mills are a paying proposition and if the people will agree, they should not be run on a co-operative basis.

4008. Are you in a position to write a pamphlet with illustrations which could be circulated in districts where it is suggested that these mills should be erected? We have been told that an African has started one of these, and at first it was looked on with great suspicion by the local people; but he now feels confident that it will be a success. If there was a co-operative movement and they were all in it, would not that give them confidence?—Yes.

4009. What steps do you think should be taken to increase the number of these societies in that kind of work?—The question has been discussed by Mr. Surridge who was at the Colonial Office recently. The reason for the moment is that they think it is a good idea but they wish to know more about the financial side of it.

4010. Is there any doubt about these mills not being economically better than the existing method?—I do not know whether they pay. They certainly produce more and better quality oil.

4011. I thought we had reached the stage where we were quite satisfied that these were something which the country wanted. What is the doubt?—The question is whether the cost of European supervision makes it a paying concern.

4012. But surely it is not necessary to have European supervision all the time?—Not in the future.

4013. But even now?—They had European supervision.

4014. You want an occasional visit. Is not there a danger of spoiling the whole of this development scheme by the official attitude being too cautious?—Yes, there is always a risk of that.

4015. So cautious that you can do nothing?—There is always that risk.

4016. And people get frustrated because of that?—Very often.

4017. And you are not going to sell your palm oil properly unless you have these improvements?—The difficulty is that the people may not wish to enter a co-operative society of that kind. There are a lot of interests which are upset by a Pioneer Oil Mill.

4018. To what extent, if at all, are private interests of firms like the United Africa Company and so on hostile to your movement?—To the Co-operative movement or to the Pioneer Oil Mill?

4019. Both.—I do not think they are hostile to the Pioneer Oil Mill movement. The opposition there would come from the middlemen because the oil mills would sell straight to the firms, and also in some areas there are the bicyclists, in whose hands the transport of the oil rests at the moment.

4020. The bicyclists?—Yes. They have five or six kerosene tanks on the back of their bicycles and they cycle into the bush and sell it there. If the Pioneer Oil Mills come and they turn it straight into oil, the bicyclists would be out of work.

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and Mr. J. E. JULL.

4021. Surely that would be a very good thing?—They do not think so. I suppose they have got to go ultimately, but at the moment there have been troubles with these bicyclists, and if their propaganda is successful people will not agree to join a co-operative society to run a Pioneer Oil Mill.

4022. Will you please write out for the Sub-Committee what you suggest would be an attractive leaflet which would interest the Africans and encourage the co-operative movement? I cannot find anything being done here either by films or by broadcasting or illustrated leaflets or pamphlets which attempts to tell the Africans about all these schemes.—Which schemes in particular?

4023. Any of them.—We have co-operative pamphlets and leaflets.

Chairman.] It is a great pity that there is still this suspicion.

Sir Peter Macdonald.

4024. How many people read them?—It reaches the educated person and not the peasant.

Chairman.] They are awfully ugly documents. You might put some pictures in and also diagrams, and excite their curiosity.

Mr. Yates.

4025. Have you got any consumer goods in these shops?—There are 12 consumer shops and all of them are in the Onitsha Province. There is one starting at Enugu next month.

Mr. H. D. Hughes.

4026. Why is the palm oil producers co-operation behind the Cocoa Marketing Co-operative, in, for example, the Western Provinces?—We have tried since 1939, and none of them have been a success. In the end they have not been able to offer as good a price as the middlemen. Sometimes it is because the middlemen use false measures. In recent years it has been owing to the fact that the middlemen have had to pay the highest possible prices and the middlemen have made it up by being able to get imported merchandise and selling it at black market prices. So they have made double or treble profit on the imported merchandise.

4027. There was one of the Chairman's questions which you were side-tracked from, namely: would there be any opposition from the big European firms to hinder the development of co-operative trading?—The firms are not at all friendly towards co-operative consumer societies. We have been unable to obtain any merchandise from them. As to their attitude towards palm produce we have not got

any information; it is possible they might object to it; they might object to starting a palm-producers society also.

4028. They refuse to supply imported goods at wholesale prices to co-operative societies?—They never have any available. They must keep them for their regular customers.

Chairman.

4029. Now to deal with your position as regards accountancy in the region. Have you any suggestions as to making your methods a little more simple?—(Mr. Turner.) Yes, Sir. We have started, as from the 1st April, the decentralisation of the Accounts for Nigeria. Until the 31st March the Accounts for the whole of Nigeria were centralised at Lagos. In accordance with the Philipson Report we have now divided Nigeria into four sections, of which I am the Regional Treasurer for the Eastern Section. This is definitely a simplification because we have had such an overwhelming bottle-neck at Lagos that things were getting extremely confused and delayed. As I say, we have started as from the 1st April, so I am not in a position to say what the effect has been, but there is no doubt about it that the new system will result in accounts being rendered more promptly, and there have been quite a number of modifications and simplifications as a result of the decentralisation.

4030. You are going to keep the accounts in this form, are you?—In accordance with the Colonial Office regulations and in line with other colonies.

4031. You have to keep these accounts in accordance with Colonial Office regulations?—Yes, Sir.

4032. And in accordance with what is done in every other colony?—Yes.

4033. But other colonies are not like Nigeria?—No.

4034. Each colony has its own peculiar circumstances?—Yes.

4035. Do you find that this almost miraculous form in fact does fit your colony?—It is amended. The basic form is the same. We have our own financial instructions which, this being such a large colony, are compiled and approved by the Government and they receive the approval of the Secretary of State for the Colonies, which in many ways slightly amends the Colonial Office regulations, owing to the peculiar conditions of this country.

4036. We have on page E. 15 of this book the block headings of the Estimate, and you attempt to keep these things in those block headings, which are convenient to you. Is that right?—No, our Estimates are the same as they are at home, in absolute detail. May I pass over

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[Continued.]

to you the Draft Estimates. (*Copy of Draft Estimates was handed to the Chairman.*) That is the form.

4037. But it seems to me that you go into tremendous detail?—Yes; that is required by Colonial Office regulations.

4038. Have you a Comptroller and Auditor General?—We have a Director of Audit in Nigeria, who audits all of our accounts, both the main accounts and the supporting subsidiary accounts.

4039. May I put a hypothetical question to you: supposing it was possible to arrange for each region to have greater freedom as to how money is spent, are you satisfied that your system of accounting would be able to keep a check on what had been done?—With the co-operation of the respective Heads of the Departments who make the actual expenditure, I am sure we could.

4040. So that if you had a "butler's float," by which I mean that you would have a certain amount available for expenditure, would your Department be able to check up to see that there was no waste or extravagance?—To a greater extent, yes.

4041. And by such a method you would have quicker progress than you have now?—Undoubtedly. I think it is a thing which has always been a matter of regret, that there has been such little discretion permitted for expenditure.

4042. Have you got a competent staff?—I have not, I regret to say. During the war years our staff was terribly depleted and many of them went into the Services and retired from the Service. At the moment we have plenty of new entrants but it is not easy to get new entrants in the jobs of responsibility; at the moment we have more jobs of responsibility than we have competent clerks and European accountants properly to control them. We have started a training school for clerical staff in Lagos. We hope that the ordinary normal experience of the people being in the jobs will increase the efficiency of our Department.

4043. You are basing the whole of this on what you might call a federal system?—Yes.

4044. Where is it married in at Lagos?—Our accounts are submitted to Lagos in a block figure for the Eastern Regional expenditure and they are merged in Lagos in the Headquarters Accounts Office.

4045. To what date are your accounts made up, and what is the lag?—Under the old system, when we had to start on April 1st, our accounts were published in a balance sheet anything up to 6 or 7 months behind the actual month. We are hoping under the new system to produce those accounts within three months and possibly

two months of the date of the expenditure. The delay to a certain extent rests upon Crown Agents' demands, which have to be incorporated in our accounts; but we are going to reduce the time-lag by 50 per cent.

Sir Peter Macdonald.

4046. Regarding staff, you are not short of European staff, you say?—No, Sir, we are short. We are now getting our vacancies filled very rapidly. They are qualified people who have an academic qualification in accountancy. For the first few months it is obvious that they are not conversant with the Government system of accounts. 100 per cent. of them are commercial accountants, with one exception, which was a transfer from another colony; but all the rest come straight into Government accounting from commercial life, and it takes them some time to settle down and be capable of carrying out their duties efficiently. As you know, in every Government Department we have a large number of forms, and our correspondence consists largely of reference to a TIV or a SIV. No matter how high an accountant's qualifications are, until he has familiarised himself with what these TIV's and SIV's are, he is not fully conversant with the system.

4047. It is very important that we should train the Africans. Have you been very successful with training of Africans?—I said that we had started a training school in Lagos. We have now passed through over 80 clerks, and we keep them to a small number deliberately so that they can get personal supervision. I have had reported to me from the other Provincial Treasury Officers and subordinate officers the great benefit that has been derived and reflected in the efficiency of these clerks by the training school.

4048. Have you any Africans to-day in the senior posts?—Yes, we have, I think, seven in our Department in senior staff posts.

4049. Are you satisfied that they have sufficient integrity?—A month ago I might have said "Yes", but we have just had a most alarming case of our second senior African, who has just been interdicted from duty for fraudulently taking £600 from the Government funds; so I would prefer to leave that unsaid now. I do not think that the standard of the African is so good as that of the European who has been out here one year. I am speaking of my own Department, not of any other. They have been trained up purely in the clerical grades and when they are put in posts of responsibility they are very good indeed at rigidly following the letter of the law and rigidly completing ordinary routine work, but I do find a lack of sense of initiative.

I have never yet in 20 years in Nigeria

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had a suggestion made to me by any African as to how something in our present system might be disposed of and something better substituted.

Chairman.

4050. We are greatly obliged to you for your very helpful evidence. Now we come to Dr. Wilson. Dr. Wilson, you have responsibility for the medical services right through the Eastern Provinces?—(Dr. Wilson.) Yes.

4051. Will you tell the Sub-Committee something about your staff position?—At the moment in the medical services, as you know, the range of staff covers doctors, technicians, nurses and labourers, and in some grades we are very well off and in others we are very badly off. From the point of view of Medical Officers, the most important section, we have reasonably good numbers at the moment; we have every station filled except one. During the war, of course, 30 per cent. of the Medical Department were allowed to go and do things elsewhere, and it meant a reduction of stations, but we have now in the Eastern Provinces every station filled except one. All the bigger stations have a bigger medical staff than they had before the war. Our position in regard to recruitment of European staff is fairly good. We are not getting anything like so many recruits as we would like, but the quality of the recruit we are getting since the war has been first-class: they have been absolutely excellent people. I do not know that there is a single exception to that in this area. With regard to our African recruitment, the African Medical Officers recruited have qualified in the United Kingdom and are therefore qualified to practise medicine in the United Kingdom; and they are recruited on exactly the same terms as the Europeans, except that they do not get expatriation pay. We have, at the same time, a Medical School in Lagos which has been functioning for several years and first started producing local graduates in 1938. They were recruited at a lower salary than those who are qualified in the United Kingdom. We are not turning out as many as we require in that Medical School at the moment, the reason largely being that during the war staff was down to a minimum and at the Medical School one had one man teaching several subjects; each subject is a specialist one and that was therefore quite impossible. They did very well, as far as they went, and the recruits they turned out from there are of good professional standard, they do not tend to think of the "high falutin'" stuff quite as much as the people trained in England. Their ethics are rather lacking; they have no training in ethics, and if they have it goes in at one ear and out at the other.

Unfortunately, that is a characteristic of a large number of the inhabitants in this country. I would not say that we do not get some who are of the highest integrity; we get some whom I trust absolutely, and I have a number of them in this region; but we also get some who have qualified in London and here and who are not so trustworthy as one would like them to be.

Now, with regard to nursing, practically all our nursing staff is recruited locally, with the exception of a small body of sisters trained in England, and so far, of those sisters trained in England, only one has been an African; all the others have been Europeans. That one is not in this area. There are at the moment in Britain quite a number of girls of fairly high educational standard at nursing schools training as nurses, and we hope that some of them will be taken on as sisters. We have at the same time members of our own department—our own nurses, locally recruited—in Britain receiving further training at the expense of the department. They, of course, are selected by us, and we consider and hope they are our best. We select them both on ability and, as far as we can make out, character and integrity. The other nurses are recruited locally. So far, training has not been very well regularised but has taken place largely in the main bigger hospitals, under the tutelage of the Medical Officer and the sister; and many years ago a syllabus was laid down for their training, and that syllabus has been followed roughly, but, unfortunately, as in many other departments, I believe we have rather tended to run the ship with apprentices, which is not a good system; it may be an economical one but it does not tend to give you the staff that you require. All that is now being altered and we have plans for nurses' training schools. In those nurses' training schools the intention is that for the first six months of the nurses' career, once they are accepted for training they will live in those training schools and they will be supervised in practically everything they do: they will get elementary nursing, bedside nursing, like they have in the preliminary training schools which are now the common thing in Britain. I might say here that the majority of our nurses are male nurses, because we cannot get enough educated girls to enable us to have it the other way round. Those men and girls will be trained and at the end of the six months those who are thought suitable by the sister tutor in charge will carry on and proceed to general hospitals for their further training, which will last for another 2½ years; and, in the case of those who are not considered suitable, the opportunity will be taken of dropping them. In the Eastern Provinces we have at the

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moment one school building at Aba, and there is a school being built in Lagos, and certainly another building in the north. They are outside my provinces but you may not have heard of them.

4052. You rely very largely on European sisters for the training of the people out here?—Yes, very much indeed.

4053. Can you account for the fact that one of these sisters is receiving far less pay on her second tour than she did on her first and yet is in charge of responsible work?—I can account for that. I think you will find that she has made a mistake.

4054. Surely she knows what she is getting?—Yes, but previous to the Harragin Award and its implementation she would be getting a salary which would look rather bigger on paper but would actually be less.

4055. Do not you think one of the reasons why women who at home are trained sisters are discouraged from coming out here is the fact that they are offered a salary which no matron at home would look at—and these are the people on whom you rely and on whom you will be relying more and more?—I agree, Sir.

4056. It means, does it not, that they are making a great sacrifice because of their sense of duty towards the African? In this particular case I have in mind it seems to me to be a case almost—not quite but almost—of obtaining a specialist under false pretences, because when this lady saw the terms laid down for service in Nigeria she weighed them up carefully and accepted them, but when she came out here she found she was mulked here, there and everywhere, and she is now attempting to live on a mere pittance in the face of the high cost of living out here. You cannot defend that?—I do not.

4057. Let us get down to it. Who is competent to advise the authorities as to what is a proper salary and what are proper conditions?—The person who would know most would be the matron.

4058. It is your responsibility to make the representation, is it not?—Yes and no.

4059. Whose is it?—It is, that of the D.M.S., actually, Sir.

4060. He must rely on you?—Yes; he knows our views.

4061. Have you in fact put forward to them your view that you considered the establishment of nursing services in the Eastern Provinces as a matter of great importance, that you must have competent people to teach them, and that you will not get competent people unless you offer them fair conditions?—I agree.

4062. Has that been put forward?—That has been said many times.

4063. Has it been put forward definitely?—I have not personally put it forward in the last nine months.

4064. Why is it not put forward?—You have stumped me there; I do not really know.

4065. I think this is rather a dreadful affair, because to my mind one of the most urgent things in this country, especially for the development scheme, is to improve the health generally, and we are being asked to send out considerable sums. Is not it rather penny-wise and pound-foolish not to have the very best people out here?—I agree with you every time, but, you know, there was a Commission out here not very long ago which laid down the scales of salary.

4066. How long ago?—1946—Sir Walter Harragin.

4067. Does that Harragin Report take into account the rise in the cost of living and so on?—He says so.

4068. You are bound by that report?—At the moment, yes, absolutely.

4069. You cannot vary it?—Not at the moment, no, but we have suggested to the matron that she can put up a very strong case for increases.

4070. How can you expect a woman to live on that?—We think it is dreadful.

4071. Do you know what it is she is trying to live on?—I cannot work it out in my head; she would have about £500 a year.

4072. Not by the time all these deductions have been made?—There are not many deductions. She gets all sorts of services for nothing that other people have to pay for. They get their cook; they pay 15s. a month for the use of the cook.

4073. You are bound by the scales?—Yes, and we do not think that the scales of the Harragin Award for nursing sisters are sufficiently high.

4074. I have one last point, and it concerns bribery and corruption in the hospitals and dispensaries and clinics. We are told there is a lot of it. Do you confirm that?—Yes.

4075. How do you suggest it can be cleaned up?—By catching the culprits and by persuading patients to give evidence.

4076. Which you find difficult?—Very difficult. These people have all sorts of funny ideas that the things which they pay for are better than what they get for nothing, and that the more they pay the better it is. I can give you a case of a doctor here who was one of the best surgeons in the country, certainly one of the best doctors, and he had many patients. He was doing certain things for practically

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nothing. A labourer working in the hospital—a ward servant—was receiving patients into his little house at night under cover of darkness and doing things—though not with the skill of the doctor—with goods which he had stolen from the hospital. That ward servant was receiving £5 each time! He went to prison for two years, and my friend says, "When he comes out I shall take him into partnership." You have to get the help of public opinion in order to fight that sort of thing. We want to stop it. In the last three months in this region we have had four different nurses convicted of selling drugs and of giving illegal injections and that sort of thing, but, until it really is shown that it does not pay to do it, I do not think it will ever be stopped.

4077. It would help us in our report if we said something to show that we have had evidence, both from Africans and from responsible persons, that this does go on?—It does.

4078. And we could draw attention to it in that way and hope that by so doing a sense of shame or decency will produce an improved position?—It is largely a matter of education over years. I do not think anything can be done rapidly about it.

4079. I understand that the other day there was a strike of male nurses, who objected to wearing white gowns, which were considered proper from the point of view of preventing infection. Why were they allowed to win their point, and why are they now allowed to wear dirty or non-regulation clothes?—At the moment we have what we might call an interim period. I agree they should not be allowed to wear dirty clothes, and I do not know whether that happens, but at the moment we have asked all the male nurses in the country (the female nurses can have uniform if they like) to submit what they think would be a suitable dress for them to wear, and they all want to wear a long white coat with buttons down the middle and pockets here and there, and a collar and tie.

4080. Is that suitable?—I think rather more protective clothing would be better.

4081. Why did they go on strike? What was wrong with what they were wearing?—I do not know when they went on strike.

4082. I was told in Lagos they objected to it?—Somebody suggested another gown other than that.

4083. This is only a detail: I wanted to know whether there is for Nigeria a proper system, uniform in character, so that a nurse serving here and moved to another place would be sure of meeting common conditions?—There is a uniform dress, but some of them do not like wearing it.

Mr. Yates.

4084. How many hospitals are there under you?—19 Government ones in this region.

4085. So that you are better placed than some of the other regions?—Better placed in many ways from the point of view of number, but this area has a very concentrated population and the people in this area, with one or two exceptions, are much more hospital-minded.

4086. We had some evidence this morning that the hospital you have 53 miles from here is in a place where Africans consider there is no need for a hospital, as compared with a place like Enugu?—I take it they were referring to a place called Abakaliki, which is the headquarters of the province. It will eventually be a very much bigger place than it is, and I consider a hospital is required there, and, furthermore, that a very much bigger hospital than we have got is required here.

4087. You have one hospital here?—Yes, and a nursing home as well. I think a very much bigger hospital than we have here is required, and that is allowed for in the scheme. At the moment they have a hospital with 120 beds in it, and they have added two army huts and are getting the beds and so on to expand it more. This town is estimated to have a population of 35,000, and many people in a position to know think it is 50,000; and we do not think 120 beds is adequate for that.

4088. Have you much tuberculosis in this region?—Not an enormous amount in this region. There is a fair amount in the country and it appears to be on the increase in the urban areas, but I think it is probably because we are seeing more of the cases. The use of the hospitals is increasing enormously.

4089. You treat them at the ordinary general hospitals?—At the moment we have to, but we have plans for sanatoria. They are not treated in the general hospital here; we have allocated part of the infectious diseases hospital for their treatment.

Mr. Edward Davies.

4090. What are your main diseases here?—Yaws is the most prevalent of the crippling diseases.

4091. What is that?—It is a disease in which the causative organism is indistinguishable from that of syphilis, but it is not a venereal disease. It has practically the same results.

4092. What is it due to?—It is a matter of sanitation, probably, and direct spread from man to woman, parent to child. It is getting very much less. It is actually the cause of one of our greatest corrupt practices, and that is this illegal injection;

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because in the treatment of yaws so dramatic are the results from injections that the people now have the idea that injections will do anything, and they do not mind what it is. When I first came this part of the country in 1931 you could not go along the road without seeing easily visible signs of that disease on every child you passed. Now you practically never see the obvious primary and secondary stages of it.

4093. Is there much malnutrition in your area?—If you mean under-nutrition, no; if you mean nutritional defects due to eating the wrong stuff, yes. The people in most areas are very conservative about their food, but in the rural areas you practically never see it. Occasionally, in some of the less organised parts, you see seasonal under-nutrition. Where you see malnutrition is in the towns, where the people tend to live on easily prepared foods which do not give them all that they require. I would not say that malnutrition is prevalent, however. There is a definite lack of first-class protein throughout most of this area, and that is because it is so densely populated in parts that there is no beef for them to eat. You get some parts where the rural population is over 1,200 to the square mile, and where you have a rural population like that you are most unlikely to get any game and poultry that can be eaten, and the native, indigenous, cattle are used largely for dowery reasons as a currency. There is a very greatly increasing amount of cattle passing down here from the north, which is a great cattle-breeding country, and they are killed in the different markets and the sale of meat is now a very very big business indeed. Between here and Port Harcourt every few miles you can see somebody dragging along a cow, which will be slaughtered and eaten in one of the local villages. I think the position as regards protein is improving, but it is still dear.

4094. What is done about educating the African into the best ways of getting a balanced diet?—It is a matter of education. Various books and pamphlets have been produced. The Medical Department has one or two very excellent books on how to feed, and so on, written in very simple language, but unfortunately lots of people do not even read simple language yet. The schoolchildren learn hygiene and all sorts of things but very rarely practise them when they go home.

4095. Are there any such things as can- teens or places where children can learn new habits of diet?—They tried it in Victoria in the Cameroons, giving the children a meal in the middle of the day, but it was a complete failure. The children did not take it.

4096. We have heard a lot about the deficiency of rural water supplies. How far are your problems due to that?—In this area, very little.

4097. You have told us you have 19 Government hospitals in your area. In addition, I take it you have many missions?—Yes.

4098. Have you any control?—We now have control. There is a private hospitals ordinance which gives us control. Previous to that, our laws came from Lagos and any person could open a place called a hospital and treat people as he liked; but, now that the law has tightened up, the semi-bogus people do not find it so easy to exist.

4099. You have done a great deal in the provision of maternity services?—The missions have.

4100. Have you any vital statistics or evidence to show that there has been any improvement in your infantile mortality position?—There are no vital statistics in this region which show that, but the fact that the maternity homes are so popular and that one of the first requests any place makes is to have a maternity home near it is, I think, sufficient evidence that it is appreciated, and I think that must mean that mortality, maternal and infantile, is less.

Wing Commander *Hulbert*.

4101. Is there any law about notifiable diseases?—Yes.

4102. Is it possible to carry it out?—Not so easy at the moment. In a place like Enugu, where we have sufficient staff, yes, but we cannot control the whole place in regard to that at the moment. The moment we hear of epidemics we can take steps.

4103. Therefore any figures you have about the incidence of T.B. are—?—completely bogus. They are reliable as to what has happened but they do not necessarily mean that that is all that has happened.

4104. You have produced pamphlets on feeding. Have you done anything to educate the Africans into going to a reputable doctor when they are not feeling well?—We have tried to encourage that, but they do not necessarily do it. There are a number of them who still prefer their native herbalists, and there is an awful lot of bogus doctoring going on.

4105. Are you able to do much through press, pamphlets and radio?—We have not had a campaign, no.

4106. Would it be desirable, do you think?—I do not really think so. I think the best advertisement for that sort of thing would be the doings of the various hospitals

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and the doctors—to show that their staff is better than that of the bogus man.

4107. A large proportion of your staff are only African-trained?—Yes.

4108. How long have they to stay in England for in order to get the U.K. qualification?—It depends on how they go. We do not send people to England to take their qualifications; we say we have our own medical schools and if people want a British qualification they can pay for it themselves. If they go to England on their own it depends entirely on themselves whether they can get through in the six years that you or I would take.

4109. After they have their African qualification, if they then want to get a U.K. qualification, they do not have to go for six years, do they?—No. We have an arrangement that any of our locally graduated people recommended personally by the Director of Medical Services can go in and take a preliminary examination in anatomy and physiology and, if successful in that, they do a year's clinical work and then take their finals. One year is all that is required of them.

4110. Have you ever considered whether you could raise the standard of medical education here?—That is being done under the new university. They are considering whether they should have the same syllabus, too. My personal opinion is that the syllabus should differ, because our problems here are not the problems of the doctor in England.

4111. You said ²⁶¹ number of African doctors are not trustworthy. Do you mean professionally?—Professionally trustworthy, yes; I meant in regard to money.

4112. My last question refers to character training and general trustworthiness. I believe you in your spare time are the chief of the boy scouts?—I am Headquarters Commissioner for Eastern Provinces.

4113. Do you find that scouting appeals to the younger people here? Are you able to do much in instilling trustworthy ideas?—It depends entirely who you get for your scoutmasters and leaders. Like all other movements, it has had a lot of bogus people.

4114. How many scouts have you?—It would be in the neighbourhood of about 3,000.

4115. How short are you of Medical Officers?—We are practically up to establishment, except in men qualified as Medical Officers of Health; we are very short of them.

4116. You have African Medical Officers of Health?—Yes, there are two in Lagos; they are employed by the Lagos municipality; and there is one man just qualified; he has just come out.

Mr. H. D. Hughes.

4117. What is the approximate size of the population per doctor and per hospital bed?—It varies at the moment from province to province. In Ogoja Province where this hospital is that some people object to it is less than 2,400 people; but in the Cameroons it is one bed for 750 people. It is very inadequate.

4118. And per doctor?—Of course that is not so easy, because you may have a doctor in a populous area, where they do not come, and you may have four doctors in an area which has had medical stuff for longer and they come in larger numbers.

4119. What are the medical services available in an ordinary bush village?—Dispensaries, but not enough yet.

4120. What is being done to train medical officers, sanitary assistants and so on?—A very large amount. Our dispensers are trained in the School of Pharmacy. They are not quite up to the English standard, but they are very good indeed.

4121. What sort of number of Africans will be undergoing junior medical training at the present time in the Eastern Provinces?—At the moment about 300 for nursing, or let us say perhaps 250. The dispensing school is not here. The sanitary inspectors school is just being completed in Aba; that will take 24 men at a time, which will be sufficient for our requirements for some time. That is for Government sanitary inspectors. Then the native administration employs sanitary inspectors who are not quite up to the standard of the Government ones. The native sanitary authorities employ increasing numbers of not very well trained employees, but again they are improving.

4122. You feel that, broadly speaking, enough is being done for training Africans at that level of medical knowledge?—I would not say enough, no.

4123. You do not think enough is being done?—No, we can always do a lot more.

4124. What is holding up "a lot more"?—Training of staff. For example, we want to open a sanitary school at Aba, but we cannot start without a medical officer of health and one or two other people.

4125. What about dentists?—We have only one dentist in the whole of the Eastern Provinces.

4126. Any dental assistants?—He has got a dental mechanic and a dental assistant. That is the sum total of the dental services for the Eastern Provinces at the moment.

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4127. They have all got very good teeth, the natives?—That is an absolute fallacy.

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They have pyorrhoea more than we have. They look lovely and many of them are lovely, but the vast majority do not have as good teeth as we have.

4128. What are you doing as regards health education?—Nothing at present. In all schools health is taught, but it is unsatisfactory. The school-children and the teachers who teach them go home and forget it. We have plans for rural health where mass health education will begin, but it will not begin until we get a proper staff for that, a proper staff with properly trained health teachers.

4129. Now we come to the Public Works Department. What we are told is that owing to the difficulty of getting trained personnel and material a lot of schemes are held up, which is undoubtedly true?—(Mr. Rodger) Oh yes.

4130. You are doing your best, but you cannot get over these humps?—Yes.

4131. How short are you of trained personnel?—The position has improved very much over the last 6 months. We are still badly off for engineers. We cannot get them, but, on the other hand, we can get inspectors of works.

4132. You mean clerks of works?—Tradespeople, bricklayers, masons, carpenters and so on, and they are coming out now. Over the last 6 months in the Eastern region we have almost doubled our staff of inspectors; but we cannot get engineers. Of course the whole kernel of the organisation depends on an efficient engineer branch. African engineers are being trained at the school at P.W.D. headquarters; they go to Yaba College; but we cannot train them in sufficient numbers. They would be all right to take over the smaller parts of the provinces. At the moment we consider ourselves lucky if we can get an engineer in a province. There are six provinces in the Eastern Region.

4133. What is your establishment?—We should have 18, but we have ten.

4134. You are eight down, then?—Yes.

4135. Do you think that the qualifications which are insisted on by the Colonial Office are any bar to these men coming out; or what is the reason?—There is a possibility that the salary is, to a certain extent, a reason. It is not the qualifications, because you must maintain the highest standard of qualifications; it is an academic degree, a B.Sc. or an A.M.I.C.E.

4136. How do you account for the fact that firms like the United Africa Company and Taylor Woodrow can get the engineers? I went and talked to one of their engineers and he said he was delighted and

he would get any number of other engineers.—Are you sure they were engineers?

4137. They were structural engineers in structural steel, and he has undertaken to train four Africans every six months as well as doing the job.—Yes.

4138. He told me what he was getting and the conditions under which he was brought out to Nigeria. I am not suggesting that you would be able to do anything like that; but he is on a contract for a period of months; he is then guaranteed to be returned home. Whilst he is here he gets a free house, fully furnished, and everything complete, and he is encouraged to bring his wife out. He gets a free passage here and back, and pay at the rate of £1,000 a year. How does that compare with your conditions and rates of pay?—A young engineer gets £450 basic and £130—roughly about £600. That is a cadet engineer.

4139. But this man was an elderly man, well over 40.—Well, in our Department that man could expect to command a salary of £800 or £1,000 a year.

4140. If that is so, can you make any suggestion to the Sub-Committee as to what we can do, because it seems that the P.W.D. is not getting these specialists. Have you any suggestions?—No. I was on a recruitment board at the Crown Agents when I was home on leave, and I was responsible for recruiting these inspectors of works. I have not been able to find out why it has not been possible at home to recruit engineers. I was told by the Colonial Office that they just did not get replies to their advertisements. There are no candidates.

4141. Do you think there is any prejudice against West Africa?—No, I do not think so. It was at one time called "The White Man's Grave", but I think that has exploded now. They now realise that the climate is not any worse than Malaya or other parts of the Far East.

4142. As this is a very critical period in the Development Plan and you are unable to get these people, do you think it is possible to get people out here for short engagements?—We are.

4143. For quite short engagements?—We bring them out for a tour; that is 18 months; and they may or may not be re-engaged. These fellows coming out on a temporary appointment are mostly inspectors of works. We can get inspectors of works; we cannot get engineers. These temporary inspectors of works who come out on temporary engagements are getting £735 under 35 years of age and £800 for over 35 years of age. That, of course, is very very generous for the artisan grade, for bricklayers, carpenters and so on. But

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if they are offered, as many of them are, a transfer to the permanent establishment, then they drop from that wage very considerably; they go back to £550 or £650, because they will have their pension.

4144. Do you consider that the conditions laid down for a permanent building have in effect slowed up and reduced the progress of these development schemes?—You mean the specification laid down in regard to buildings?

4145. Yes. The Treasury at home make it a condition that the money is spent in accordance with permanent or semi-permanent buildings. All the evidence we have had is that if in this country a building has a life of 25 years, it is quite long enough, because you may then want something quite different. If you could get over that condition you could use African labour far more and African materials far more. We saw some quite excellent huts put up at the Forestry School; they were very good timber houses; and they said they had an expectation of life of 35 to 40 years. The Director of Public Works said "Certainly they could be put up by the Africans, but they must be supervised in putting them up." During the war the Army learned that the African is quite capable of putting up good buildings if there is occasional supervision. If those are the circumstances, would it or would it not be a good thing to recommend that there should be some modification of these very strict conditions which are laid down?—No, I think semi-permanent and permanent buildings are left to our discretion; we are not building in permanent materials every time.

4146. You would prefer the existing regulations to continue?—Yes.

Mr. H. D. Hughes.

4147. We have had evidence that certain buildings have been put up by other departments much more cheaply and more quickly, and when I have asked the reason, the answer has been usually that P.W.D. has so much on its plate that it cannot provide adequate supervision. Does that greatly increase your costs?—I have not heard of any other department building more cheaply than P.W.D.

4148. I cannot give you a case in the Eastern Provinces, but in Yaba I was given a case where technical buildings have been put up for £8,500 by the department and the P.W.D.'s cost was £25,000?—What I am trying to get at is the fact that it is quite possible that the labour was supplied by the students. We had a case of that here in the college at Yonduki, where they built the whole college with all student labour free. There is that to be considered. In Nigeria it is the most efficiently run public works service I have seen in our colonies

and I do not think our costs are at all dear.

4149. How do they compare with English building costs?—That is so difficult to say, because labour here is 5s. a day for a blacksmith and so on, and at home he is getting 12s. an hour or perhaps more. The criticism of the work that we do is that we are slow compared with the English working man. That will come in time with development. That is what we are aiming at. I do not think there is any need for pessimism in that direction in regard to the organisation of the Public Works Department and the costs at which the C.D.W. works are being done.

4150. Following up that point about voluntary labour, because it is very closely allied to the point I had in mind, it has been said to me "If an African thinks he is building a school he will put his back into it. If he thinks he is working for the P.W.D., he thinks he is working for the Government and he will not." Does the Public Works Department do its utmost, through some kind of Public Relations capacity, to make the African who is working realise that they are building these buildings for their own community?—It may be difficult to interest an African to put up a building because he is building up his own country. You are seeking it in a different way this afternoon when you go out to Udi, where the S.D.O. is building things for a village. But I may be putting up a hospital in the Cameroons and the labour may have been recruited in Onitsha. They have not the particular interest in putting up that hospital, because they are totally different people in the Cameroons. We have not quite got that spirit yet, which one hopes will come in time.

4151. What proportion of your Inspectors of Works are African?—We have not got such a thing as an Inspector of Works; he is called a Foreman of Works.

4152. Yes?—That post was only established about two years ago, and we have selected the very finest of our African trained men; they are leading hands, leading carpenters and so on. We have now established a post of African foremen of works, and they will in time take over from these inspectors of works.

4153. But they are at the moment interchangeable?—No; it is only two years ago since we have actually brought them to this standard, giving them responsible jobs, looking after a building entirely themselves, for instance. In time they will definitely be replaced and we will not be quite so dependant on the people from home.

4154. You are responsible for your own training scheme?—Yes, we do all our own training. There is, of course, now a trades

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training school under the Education Department and they are going to turn out artisans; but it has not started yet.

4155. How many Africans are you training in the Eastern Provinces for these foremen of works posts?—I should say four in each province. We have not so many inspectors of works in the Eastern Provinces. They have got 32. We have four in each province, and 24 Africans under training.

4156. How many apprentices have you got training as fully qualified artisans?—We do not have the usual apprenticeship. We started it at one time here, but we found it was so badly abused that it had to be given up; if an apprentice was attached to a journeyman carpenter he had to pay him possibly a good deal of baksheesh, and then when he was qualified and getting 1s. 6d. or 2s. a day (that is some years ago now) the journeyman expected him to keep him all his life thereafter.

4157. How do you get your artisans, then?—We have an establishment of labour. They are not called apprentices, but we have so many carpenters laid down to an establishment under each Province and the best of these go and become foremen of works.

Wing-Commander Hulbert.

4158. What is your main worry, staff or materials supplies?—Materials now; it is much worse than the staff position because I have had my staff doubled during the last six to nine months. Engineers, of course, we cannot get. As regards materials and taking the case of piping for water-supplies, it takes two years for the Crown Agents to supply them.

4159. You indent for everything through the Crown Agents, do you?—Yes.

4160. You go through Lagos?—Now I have my own one at Port Harcourt, and he can indent direct on the Crown Agents. When we were centralised at Lagos, of course, everything went through Lagos.

4161. You think that will now mean a speeding up?—Yes, provided the Crown Agents get at the Ministry of Supply. It has taken two years for piping.

4162. You are precluded from going direct to the manufacturers, are you?—Yes, by the regulations: we must go through the Crown Agents for the Colonies.

4163. Do you think that Nigeria gets its fair share?—I think so.

4164. You have no representative in London?—No.

4165. Do you think that would help you as a sort of "chaser-up"?—I definitely think it would very much.

4166. Have you any experience of the commercial concerns getting pumps and electrical equipment and cables quicker than you do? Have you any idea whether they pay any higher price for them?—I do not know, but the position at the moment is that we have to go to them to buy them. We get a lot of our stuff now from United Africa Company and John Holts, and we pay very dearly for it of course.

4167. Regarding the stuff you get from the United Africa Company, would pumps be 25 or 20 per cent. more than the Crown Agents' cost?—At least 15 per cent., I should say, to buy them from the firm out here.

Mr. Edward Davies.

4168. Is some of your work put out to contract work which you supervise?—Yes, but there are no large contractors in the Eastern Provinces. We have a form of petty contract. We are now building the new House of Assembly, a £40,000 job, and we do it all on small petty contracts. We have as many as 20 African contractors there. Some of them have contracts up to £250 and others up to £100. They also supply sand and stone and that sort of thing; and then we renew it for another part of the building.

4169. What control have you over the staff employed? For example, it has been brought to my knowledge outside the Committee that much child labour has been employed by carrying ballast for sand, and we have had to come down on them heavily, as some of them were too juvenile?—That really comes under the new Labour Department.

4170. But if you saw such things?—We would report them. On my establishment this year we have a labour officer, who will be there for that very purpose.

4171. Now you have a considerable number of Africans in your labouring or artisan jobs?—Yes.

4172. Do you have any experience that on a big job a certain number is supposed to be present and if you have a check-up you find that the personnel has completely changed? In short, a man is supposed to be doing a job when he does a deal with a neighbour and he goes home. Does that come to light?—I do not know.

Mr. Yates.

4173. I am interested in this question of permanent and semi-permanent buildings as distinct from temporary buildings. Could you tell me something about the cost. For example, there will be a certain amount of recurring expenditure on all these buildings. What would be the difference between the recurring expenditure on

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the temporary type of house and the recurring expenditure on the permanent type of house, because that will be an important point for us to consider?—Well, supposing we take the house that I am living in; that house was built in 1927 and it then cost somewhere about £2,300 to £2,400. The recurring costs on that building have averaged about £30 a year. You mean if you had a purely temporary building, not a semi-permanent one?

4174. I would like to know the difference there?—With the temporary ones you have the mud walls and the straw-mat roof, and we had experience of those during the war. For a building of the same order of a scheme of the same order of £2,400 capital cost would have a recurring cost per year as high as £150 or £200—nearly 10 per cent. Every rainy season you have to re-roof it and repair the walls. I never advocate temporary buildings under any circumstances.

4175. What about semi-permanent buildings?—This hospital which was mentioned is in permanent materials. I say there: Yes, it would be a mistake to build it in anything other than permanent materials, because that hospital is going to be there for 100 years. We have planned it so that two or three different wards can be added. But Dr. Wilson also has a scheme for the Creek areas, where he wants to put up a hospital, and my advice is "Semi-permanent with steel frames," because there we can get on with it quicker. By the time we could get the permanent materials there it would take years to build a hospital, whereas we can build a semi-permanent building which will last for 30 or 40 years, and that is all that is required. That is the reason why I said that we should leave it as it is and use our discretion as to whether it should be permanent or semi-permanent.

4176. We heard of a hospital yesterday which cost £35,000 to build. Of course the Africans think that that money could be more usefully spent by providing more services at a more semi-permanent hospital. Do you think that particular hospital will be out of date in 25 or 30 years?—The only one approaching it that I know of is in the Cameroons in Victoria, but that cost about £50,000. That hospital can be extended, however, and I cannot see that the African gains anything by having had it made smaller or of a less permanent nature.

Chairman.

4177. You have in your mind pictures of these three things: temporary, semi-permanent and permanent. I mentioned to you the Forestry Commission's school, which is in timber, which they said would last almost as long as you would want any-

thing to last. Now, what do you call that?—Semi-permanent; we have many of them here.

4178. That requires no steel frames at all?—No.

4179. You are aware that it is almost impossible in the United Kingdom to get any structural steel?—I said steel frame buildings in connection with this work, because we have just been advised of a large consignment.

4180. You are going to get a big consignment, are you?—Yes.

4181. Then you have to go through the wilderness for several years and wait again, or do you think you will get a continual flow?—I think we shall. I have advised Dr. Wilson that we can put up timber buildings that would last.

4182. It is only fair to tell you that yours is the first evidence we have had on the lines you have just given us. All the other Works people have told us that they do believe that at this stage of development we ought to rely more on indigenous material and help the African all we can, and that has been very much in my mind. That is why I am putting this to you, because your experience has been so great that you take this strong view that you should not go forward with local materials but that you should have this permanent material?—I am emphatic about it; it is a waste of money; there are heavy recurrent costs and there is no economy in it whatsoever. Mud block buildings are just a waste of money.

4183. Would you say the same thing about concrete blocks?—Oh, no, that is a permanent building.

4184. But a building made of locally made bricks which crumble you call temporary?—Yes.

4185. Now, Mr. Park, you have a large responsibility for the economy of the whole country. Will you tell us about the Eastern Provinces and agriculture?—(Mr. Park.) I have only just been transferred to Nigeria; I have only been here for six months, and in the Eastern Provinces three. I was in Ceylon for about 25 years. The problems are new ones to me. I have probably come to some conclusions which I may have to change later in the light of more experience. We are faced, in the Eastern Provinces here, with a dense population on relatively unfertile soils. That is in these provinces in the south of Enugu. You have land hunger; you have the usual thing—which you get with primitive peoples—the remarkable tenacity in holding land and refusing to let it go. In fact, you have all the problems that you can possibly face. The soils are, generally speaking, sandy, except for just here in the

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Enugu district, where it is a bit more fertile. They consist of rather a loose sand which lifts maybe 100 feet and contains very very little nutrient; in other words, you have to build up your fertility. The general system of arable agriculture is based on the growth of yams. They grow their yams in one season, they probably inter-plant cassava later in that season. Cassava carries on in the following year, and then the land is allowed to go back to bush. It is left as long as they can afford to leave it, and that is where your over-population is beginning to tell, because they have to come back on to that soil again more quickly than they should, and the next time they get a lower yield, and you get the vicious circle going on. There is one good feature about them and that is this: we have found that these acid sands do respond markedly to the application of lime. By applying as little as a ton an acre of lime we can get increased yields which are sometimes as high as 60 per cent. and which persist for ten or twelve years before the effect of the lime wears off. That offers a very simple and straightforward way of improving yields locally, and we are working on that, but we are up against the conservatism and the suspicion of the people here. They will not take anything from Government for their land because they are frightened we are going to take it. By propaganda we are overcoming that slightly. Last year altogether there were perhaps 100 little demonstration plots in the Eastern Provinces on cultivators' own land, where we put the lime down in one piece and said, "Prepare this yourself"; and this year we have about 100 in the province. It has increased to that extent, and I think next year I shall be able to sell it. Once we start selling it, then I think we shall go ahead, because if they like it well enough to buy it we are happy. Another thing is artificial fertilisers. We have carried out a number of trials and are carrying out a lot more, not only on farms but on cultivators' own lands. It is a very great achievement that we have again in each province about six complicated manurial trials on private lands, and in the case of each of those we are arranging at the side a little demonstration of a manured and a not manured strip, so that they can see what is happening. A large number of small plots are confusing if you do not understand what you are after. That, then, is what is being done at the moment, but there is much more to do than that. As I see it, we have got to extend and move people, and we have big colonisation schemes in lands which are more open, and in those, if we can, we must introduce mechanised cultivation. There is what is known as the C.D.C. scheme, which I have not had time yet to visit. I

have read of it with great interest, and it seems to me it is a pilot scheme for big development in the western side of the Cameroons. I think that is the forerunner of big development schemes. We have not yet been able to show the people a system of agriculture better than theirs. We are experimenting and at the moment we are handicapped very much by shortage of staff. I will come to that in a minute. We are experimenting and at Abakaliki I have a new station which I can play with to my own heart's content, and I propose to make that into the first station for mechanised farming test with a different type of agriculture, involving an alteration from pasture to crops which have not been practised here. One of our biggest handicaps in agriculture is the cattle factor and the tsetse fly. If you introduce cattle you can keep the fertility of the soil up, but we have not enough of them and we have to find substitutes. We are working with the strain of cattle called the N'dama from the French territory, which is more disease-resisting and is likely to be more useful as a general purpose animal, but that is small and not nearly as good as I would like to see.

The next point is one which may be the beginnings of steps to change the people's diet, if possible, and to get them off the yam, which I personally think is not a particularly desirable crop, and to get them on to something which we can cultivate better, like rice. There are big areas here which can, I think, be used for rice cultivation, and there is a big area in the creeks which might conceivably be used for rice cultivation in the same way as they do in Sierra Leone in the tidal areas, but that would be a very expensive project. Two of the reasons why we cannot go ahead are, (a) the cost of clearing mangrove swamps, and (b) the difficulty of persuading people to go there. We have cleared small areas and grown rice, but what we want really is a big scale demonstration of 5,000 acres, say, so that we can make a really good show of it and let the people see that it can be a land flowing with milk and honey, and then they themselves could go ahead and develop further.

4186. You are acquainted with the Keen Report?—Yes.

4187. Are we to assume that you approve the recommendations in that report?—Yes, I think so. There again, my experience at the moment is not very great here.

4188. Then there is the report of Dr. Clay. We were told in London of a new form of fertilizer which I.C.I. have got out, based on dropping a pellet in the ground with the aid of a stick. We are told at home that it is a great mistake to put your fertilizer with your seed, and that

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it should be a little way off. Do you suppose that the African will really understand the ethics of this form of fertilisation? Do you think it is a good idea?—It has certainly been proved to give better results than ordinary broadcasting, but if we are teaching people to apply artificial manures for the first time we can teach them that way just as easily as the other way.

4189. I agree. The next point is about the demonstration plots and the availability of them to the people. Do you arrange transportation from a distant village so that they can see them?—We have not done that yet.

4190. Would not that help?—Our idea was to have the demonstration plots so freely scattered round that people would never have to go more than two or three miles.

4191. Then you must surely need a very large number of them? What is your area?—The areas of cultivation in the south are more restrictive because you have palm grove covering a large part of the area.

4192. Have you seen the Oil Palm Research Station?—No, I am going there next month.

4193. Does not it strike you as strange that the Africans we have talked to have never heard of it?—That is a thing that I have been getting on my own farms here. There is no notice board outside saying, "Come and see what we are doing," and I think we must have that, and something more. I feel strongly on that.

4194. That Oil Palm Research Station is for West Africa as a whole?—Yes.

4195. How are you getting on with the rice planting machine, the one that was designed by the Agricultural Research Station at home for planting rice?—We have not touched that yet. Rice was not grown very much here before the war; in fact, in Ogoja province there was no rice in 1943, and there has been very little so far, but it is coming up.

4196. From the point of view of the economy of the country, surely it is very important that this cattle question should be gone into?—That is a most important thing.

4197. I have seen some deplorable cattle, driven under conditions and taken by train under conditions which I think are abominable, not properly watered and cared for, merely skin and bone. We have been told at home about a scheme in the Northern Provinces for joint action by the French and ourselves to set up a big abattoir and packing station near Kano; and we shall be going into that question pretty thoroughly. The present deplorable methods are not going to benefit anybody, are they?—It is

a profitable trade at the moment and there is a great demand for beef.

4198. What about pigs?—They have to be housed under fly-proof conditions.

4199. You feel that this abattoir is a good scheme, do you?—I think it is of great importance.

4200. You would cut out all this travelling?—Yes, I think it would be a very very fine thing.

4201. We do not want all their meat to be exported; we want them to be nourished on it. Do you think the people would be inclined to eat meat out of a tin?—I think they would.

4202. Then, alongside this scheme, the hide industry and all the rest of it could be taken care of, too?—Yes.

4203. Do you think there would be a good deal of suspicion?—I think they would soon get used to eating out of tins.

4204. But they would not get the cattle coming through here as they do now, and they would notice that?—No, but if they got their meat quickly and cheaply I do not think they would mind.

4205. Do you think that there would be an outcry if the cattle ceased to appear on the roads, unless you made the reason perfectly clear to them?—(Mr. McCulloch.) The whole idea of a centralised abattoir has more or less already been dropped.

4206. Dropped?—Yes. It depends on being able to buy cattle in large numbers and in regular supply. At the moment the whole organisation of the cattle trade is a matter of buying cattle one by one; there is no way anybody has ever found of making people sell more cattle than one or two for tax purposes and for the purpose of buying salt. The U.A.C. looked into it very carefully and I understand they have dropped the idea of running a centralised abattoir. With regard to the cattle coming down here, it is not really the dribble that you seem to have. In this area alone it is 60,000 a year. It is not a customary thing. Before the war there was practically none of this movement of cattle. The cattle are coming down here from Yola, from the British Cameroons the remainder, and from the French Cameroons. There is only one way to bring them down and that is on foot; there is no other way they could do it for a long time. The question of whether the people would use tinned meat or not does not really arise. They take whatever they can get. We only supply at the moment probably a quarter or less than that of the demand.

4207. You would surely agree that the condition in which these beasts appear down at Lagos and down here is deplorable?—I agree.

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4208. You cannot be satisfied with that?—We are not satisfied, but I think anyone who has been here in the Eastern Provinces long enough would be forced to admit that the condition of cattle at the moment is better now than it was five years ago. There are improvements, particularly with the speed of movement of cattle. We are carrying out a survey now to avoid some of the tse-tse areas.

4209. I am not at all clear when you say you have decided to drop this abattoir scheme, because when we left England it was by no manner of means dropped?—I am referring to a conversation I had with Mr. Simmons of the Veterinary Department, the Director of the Veterinary Services.

4210. You are making a statement of some importance to the Sub-Committee. On what authority are you saying it?—I understood from Mr. Simmons that the idea would probably fall through because of the question of getting cattle in sufficient numbers; they could only arrive in dribbles at the supply centre.

4211. You are making an authoritative statement?—If you put it like that, Sir, I must withdraw it.

4212. I think you ought to be very careful. If you say that the scheme has been dropped, it may have rather serious consequences?—Then I should withdraw it.

4213. I say this for your own good, because it is a very big project and one to which the Secretary of State attaches very great importance?—Yes.

4214. It is one in which the French are willing to co-operate. It would mean the nutritional improvement of the people here and also their economic development, if it could be done. We shall be hearing evidence about it when we go to the Northern Provinces, because it is their concern?—Yes.

Mr. H. D. Hughes.

4215. When you say "mechanised agriculture," are you thinking in terms of tractors and so on?—(Mr. Park) Yes.

4216. How are they to be owned? The peasant producer cannot buy a tractor?—First we have to see that we can get a system in which mechanised cultivation would work. Having got that, then the question of ownership is one which would follow. You can have state-owned tractors hired out at so much an hour or, if you can get people to co-operate, you can have co-operative societies owning them and using them among members of the society.

4217. There is no scheme worked out?—No, we have ordered the tractors but they have not come yet.

4218. When was that?—We have only just got the money.

4219. Is it in your opinion possible for the land in the Eastern Provinces to carry a much bigger head of stock than it does at present if the local farmers could be persuaded?—If you could overcome tse-tse fly, yes. (Mr. McCulloch.) The limiting factor is trypanosomiasis. There has never yet been a proper survey made of the area and it is not yet known to what extent the problem could be solved. Improved types of cattle do not all survive in the area as a whole, except in the northern part of the Cameroons. There could probably be more development with the pigs, because they could be kept under artificial conditions, whereas cattle cannot.

Wing Commander Hulbert.

4220. Have the commercial concerns opened any agricultural concessions?—(Mr. Park): They have palm oil plantations; that is all.

4221. Have they mechanisation?—I do not know; I have not visited them. That is another thing I am visiting next week.

Chairman.

4222. We are very greatly obliged to you, Mr. Park.—I did just mention it, but the important thing which is holding up all my development work here is shortage of staff. I must have that on record.

4223. Do you think the conditions you can offer them are sufficiently attractive? Why cannot you get your staff?—I think they are taking all the men at home. They are offering terms which compare very favourably to what we offer. It is the National Agricultural Advisory Service which is taking them.

4224. Do you mean you want people who would come out here *ad hoc* for specialist jobs to assist you? It has been suggested that you might have people on a retaining fee basis?—I have had some experience of that in Ceylon, where we had one specialist in animal husbandry and another in agricultural engineering who came out on three year agreements. They were not as valuable as they might have been because it took them two years to learn the conditions. It takes that length of time, unless they have been in the Tropics before, when they can pick up the thing more quickly.

4225. Mr. McCulloch, are you short of staff, too?—(Mr. McCulloch.) Yes, Sir, extremely.

4226. Have not you a centre at Vom?—We have the headquarters at Vom. We have a good school there now for training African staff, but unfortunately they are being trained much too slowly.

4227. Because of shortage of staff?—No, that is the only part of our Department that is up to strength, and that is only

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something which has happened very recently, and it should have repercussions for the future.

4228. You are satisfied with the set-up at Vom?—No; satisfied that we have now the educational facilities to train African staff.

4229. So your praise is modified by conditions?—Yes.

4230. What do you want to make the Department really happy?—We need a very much bigger precept for organisation than we have at present. I do not know whether you have visited Vom, but we have a very good laboratory there, and it has been by force of circumstances largely a factory manufacturing physics for use in the field. Basic research—which is absolutely essential—has hardly been touched. We have never had the people to do it. As a result, the whole of the southern provinces have not really been even surveyed as yet.

Mr. H. D. Hughes.

4231. We were told you had difficulty in getting suitable students at Vom. What is the cause of that?—The people with educational qualifications high enough have no experience whatever of animals. They must be up to middle six standard to enter the secondary school, and the middle six student, in my experience, is very much a town dweller and he is not willing to do bush work, and I think that is the whole business.

4232. You have no means of contacting them earlier and giving them a preliminary training which will lead up to Vom?—There is a very very small scheme that we have started in the Cameroons on the development scheme. We have a livestock development centre there just begun. It does incorporate a very small school for the nomadic people. It is the best school I have ever been to, and we do hope one or two of the students there will go ahead. It is a thing very very much in the future.

Chairman.

4233. Anyway, Mr. McCulloch, you have an extremely important job, and we are getting a paper, when we go to the Northern Provinces on this general veterinary question and, quite shortly, the position is this, is it not: you have the place all right but the conditions and the personnel are not what you want.—The personnel and the education side have just come up to strength, but on the research side we are under strength. In regard to field service, I am the only vet. in the Eastern Provinces. I have therefore to leave anything except more or less fundamental economic considerations out of it. We do not work much here with the local cattle because we can get more progress elsewhere.

4234. Would you like the Agricultural Research Council to send somebody out to you to hear directly on the spot what your problems are—somebody like Dr. Gordon?—Yes, that type of thing, but I should very much prefer a team of people. I do not think a survey by an individual could ever be very useful.

4235. How long would it take?—It probably would take ten years.

4236. It is much easier to get Dr. Gordon to come out and advise you than to get a team to come out for ten years, you know, but we have grasped your point, and we are much obliged to you. Now we come to the important subject of forestry. One of your problems is that you have not got any forests, is it not?—(Mr. Gray): It is more or less the case. We have got forests, but they are not spread evenly over the Eastern Provinces. They come more or less in the Cameroons and in the Ogoja Province.

4237. Are you responsible for the forests in the Cameroons in the development scheme?—Yes.

4238. Are the local conditions the same, that you are always being asked to give up land?—In many cases, yes.

4239. And you resist that as hard as you can?—Yes. Giving up land for what purpose?

4240. Someone wants a bit of land and they immediately go to you?—Yes, we have had cases of that.

4241. Have you anything to tell us about secondary timbers? We have been told that the old commercial plans led to the best of the trees being taken, leaving a lot of rubbish? Have you any idea about secondary industries which would use as their raw material those secondary timbers—for instance, plastics?—No; the only thing I can think of is the possibility of these shingle roofs and weatherboard roofs for these semi-permanent buildings, but where these are required is a long way from where the forests are. That is the difficulty here, that the actual forests, the sources of the timber, are remote.

4242. We have been told to-day, for instance, that you could get better communications if it were possible to put up telegraph posts made of wood creosoted?—Yes.

4243. Have you got plenty of wood for that sort of thing?—No; that would have to be a plantation of trees.

4244. But you would have enough wood to make telegraph posts?—Plantations are run here for pit props.

4245. What sort of wood is that?—There is teak, and an Indian tree, Gmelina.

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Mr. G. C. R. GRAY, Mr. J. McCULLOCH,
Mr. M. PARK, Mr. R. RODGER, Mr. C. WILSON, Mr. N. TURNER,
and Mr. J. E. JULL.

[Continued.]

4246. What are you using for floorboards for wagons on the railway?—I believe mahogany, but that comes from Sapale and Lagos.

4247. You cannot tell the Sub-Committee of any project that you have in mind to make use of forest material to encourage secondary industries of a development character?—No, I cannot.

4248. You think there is nothing to be done at all?—I do not know of anything that can be done. In this part of the world (I am talking of the Onitsha and Owerri Provinces) there is not much of the secondary timber available. If there is, it is what we call salvage timber; it stands on farms and it would be very difficult indeed for any commercial undertaking to work that, because it is so scattered.

4249. These Eastern Provinces are savannah country; is that right?—Yes, I suppose more than half of it would be savannah. This is about the limit of the savannah, what you see here.

4250. Then you think that we ought not to pin any hopes at all on really seeing any more development of forest products? You think the commercial concerns do the whole thing satisfactorily and that nothing more is necessary?—What sort of secondary products do you mean—turnery?

4251. Yes, turnery, if you like?—Yes.

Mr. H. D. Hughes.

4252. Furniture—plywood?—Only from the Cross River areas, but there was an application for a timber area by one of the European firms at the Cross River and the land-owners of the reserve put such a high price on their trees that I believe the timber firm are not proceeding with it. That is only one concession that I have known. I do not think the timber firms are interested in this.

Chairman.

4253. You know that the Germans, during their occupation of the Cameroons, had a report on the utilisation of certain timbers for viscose purposes, and they reported favourably. Then the war intervened. Since then there has been a great advance in plastics. Would you recommend that somebody should come out and make a study of that?—Yes, I think so.

Mr. H. D. Hughes.

4254. What sort of liaison do you have with other Government Departments which are consumers of timber, like the Public Works Department and so on, so that you can see ahead what their requirements are

going to be?—(Mr. Rodger.) During the war when it was essential that we put up buildings quickly, we did all the R.E. work. There were no Royal Engineers stationed here, only just a few senior officers. In liaison with the Forestry Department, I got out a scheme whereby they would get out the felled trees and it was mostly wooden buildings we put up. Those were more of a semi-permanent nature, and that was very satisfactory indeed. We were getting in our yard at Enugu 3,000 or 4,000 cubic feet a month coming in, and it could not come in fast enough. When the war finished I suggested that that scheme should carry on for the purposes of Colonial Development and Welfare, so we carried on for a bit, although there was a difficulty there. The Governor of the Colony said that the job of the Forestry Department was not to exploit timber, but to grow timber. So staff was not available, that is to say from the Forestry Department. Their own foresters used to cut it down and bring it into our yard. We overcame that by having development officers and we carried on satisfactorily until six months ago, but now the new Department of Commerce and Industries have taken it over and personally I do not think it works as well as it did before when we had this direct liaison ourselves for getting in the timber. Incidentally we turn out a big lot of furniture, and all that timber is local timber. Our greatest difficulty at the moment is seasoning. If we could get it cut down and seasoned for two years that would be admirable. As it is, we have such intensive development schemes going on that the timber is never allowed to season for very long. We are turning out perhaps £3,000 worth of furniture and more in the Eastern Provinces.

4255. But the Forestry Department's job is to grow timber. That means that it must have a plan of the sort of timber required for the development of the country.—(Mr. Gray.) I do not think we have gone into it in as much detail as that about it. These forests are very mixed. There are two aspects: there is the primary forest estate, which is usually the primeval forests; and there are the mixed forests. Then there is the secondary estate which may be plantations or small village forests. In that case you can grow what is required, but that would only be for the local people, not for the P.W.D. or the Railway; they would have to get their timbers from the natural forests. With better preservation they should be able to utilise, in fact it is part of the Plan that they do utilise all the secondary species as well as the primary ones. Obviously they used all the "cream" of the forests for all the luxury timbers. That has stopped now and a concessionaire is compelled to work all the timbers in his area.

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Mr. Parkin.

4256. We have had evidence that it is sometimes an uphill task to get the African to show enthusiasm for the restoration of the fertility of the soil of which he is so anxious to remain the owner. What is the state of the relationship between your Department and Africans in general and Native Authorities in particular?—To maintain the fertility of the soil?

4257. Yes.—It is hardly in my Department.

4258. I just gave that as an example of the difficulty of getting African co-operation. I wondered whether you found it any easier?—Very difficult.

4259. You are not welcomed?—Oh indeed not. I regard myself as Public Enemy No. 1.

4260. It is rather a tragic situation?—Yes.

4261. Do you find as a result of that that there are chances missed of getting local information and traditional woodland lore before it is all forgotten and lost?—Well, possibly, but I do not think so, if we enquired into it. I do not think we have done much enquiry into it. Individually, the people do not mind us very much. We get on quite well individually with the peasant in the bush; but whenever it comes to a case of reserving any land, that is, acquiring rights over forests, then they are very much upset.

4262. Everybody says "Send us soap manufacturers", and "Send us shoe manufacturers" but nobody says "Send us forest manufacturers".—It is coming in very slowly, but it is very heavy going indeed.

Chairman.] We are greatly obliged to you gentlemen. You have helped us very much.

The witnesses withdrew.

Adjourned till Monday next.

MONDAY, 12TH APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies,
Mr. H. D. Hughes,
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

At KADUNA.

Captain E. W. THOMPSTONE, C.M.G., Chief Commissioner, Northern Provinces, Mr. L. H. GOBLE, Secretary, Northern Provinces, and Mr. A. T. WEATHERHEAD, Acting Secretary, Finance and Development, called in and examined.

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman.

4263. Chief Commissioner, would you in your own words be good enough to tell us what you think we ought to know, as a background to our visit?—(Captain *Thompstone*.) First of all, I should like to stress the tremendous area of the Northern Provinces. It is 281,000 square miles, which I think I am right in saying is about nine times the size of Ireland. The differences in climate in this country are tremendous: one can say that the climate goes from the date palm of the Sahara to the oil palm of the Delta, and throughout the Northern Provinces we run right through that climatic range, with a rainfall of about 20 down to a rainfall of about 60, and

the result is that we have every form of problem, from not enough water to too much water. We have almost too many trees and no trees at all. My main point concerns communications. To get produce grown in Maiduguri, the capital of Bornu province, to the coast involves a journey of more than 1,000 miles, and that means that in the Northern Provinces we are particularly concerned with communications. I do not think I need say more to give you an idea of the tremendous area; I think that is sufficient to stress this communications side.

4264. Can you say whether the developments that you have in mir groundnuts and other things—are in these very

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[Continued.]

isolated areas where communication is difficult?—With regard to the development we have in mind at the moment, we have two detailed reports. One is in this Kontagora area, just about *there (indicating)*, and that is situated as well as we can do it for communications: there is the railway at Lagos and the Niger is navigable to Jebba; so from the point of view of communications, which will be reflected with freight in the price, that is one area. The other area, in which the Secretary of State's Commission were very interested, is around Damaturu, *there (indicating)*. There the actual freight factor does come in very heavily; but, of course, you cannot grow groundnuts anywhere; you want a rather sandy soil and you do not want too much rain, so the climate comes into that question. The main groundnut area is Kano, *here*, which has an ideal rainfall and soil, and Damaturu just comes into that. Again the climate there is thought to be suitable for groundnuts, although much further south it is not unsuitable for groundnuts, in the Kontagora area—we call that the Kontagora scheme. Those are the two areas where we were considering a big development of groundnuts as feasible, but the main groundnut growing area is this northern belt across *here*. The rainfall gets very small when you get up to the extreme north.

4265. Could you say something about the other crops and generally set out the economic position of the northern territory?—The main export crop of this northern area is groundnuts, which is an oil seed. Down on the Benue, in the Makurdi area, we grow quite a big export tonnage of beniseed. In southern Katsina province and southern Sokoto, which is *there*, is a big cotton growing area, and almost down to Zaria and various areas in Niger Province we have places where cotton is ginned and shipped home. Those are big cotton areas. So you have those three crops—groundnuts, beniseed and cotton. Another big export of ours from the north is hides and skins, which are very valuable. We have also exported a certain amount of butter fat and that is now being developed as part of the development scheme. Where we have a big surplus head of cattle, particularly in this Niger swamps area *here*, we may be able to develop a local trade where there is not a market for the milk, where it can be turned into clarified butter fat, and that scheme is to be financed from development funds. The idea is to set up small units on their own, and to train a man how to boil it and look after it and put it on the export market.

4266. What is the staple food of the people?—Their staple food is guinea corn: it is sorghum. That is the staple crop of this middle belt, and then you get a millet, which is one of the bullrush millets.

There are several types, but the main one we call gero; it is a bullrush millet and it is the staple corn crop of all the northern area. A certain amount of bearded wheat is grown, but quite a small amount really. Then there is yam, which is the food very much of the south and of the Eastern Provinces; we do get that in the more southerly areas.

4267. What about maize?—Maize is grown but not to a very great extent. It comes on very much earlier than the others, and I should not say it was a staple crop; but the main thing is corn.

4268. Could you tell the Sub-Committee what is the attitude of the Emirs towards the economic improvement of the condition of the people? Are they supporting these development schemes?—Very definitely, yes.

4269. And they are giving personal interest to it and seeing that it goes well?—Yes, certainly. They are responsible in their local administrations, for the communications and practically everything that is necessary for the development of the country. They are responsible for their road maintenance and all the planning of that sort.

4270. Is there much voluntary work done on roads and such things?—Not much in the way of roads, no.

4271. You are more affected than the other regions in regard to traffic on the railway and on the river. We have had evidence from Mr. Woodward and we are fully acquainted with the shortages on the railway, but it is also, I understand, very important from your point of view that the shipping on the Benue river and on the Niger for these big development schemes should be put into a position which will enable the stuff to be taken away. I understand that is now under consideration by the Nigerian Government?—If I might go over again what I was saying yesterday, we are concerned particularly with the upper reaches of the Benue, a river with a tremendous flood which falls extremely quickly and can only be in effective use for six weeks in the year, which means clearing the entire export tonnage and bringing it up for the season in six weeks. That being so, there will have to be a very much bigger fleet than would be needed if the period was spread over more. The fleet must be concentrated for action over six weeks, and in Garrua *here* the French have a big scheme by which their tonnage is all carried by the U.S.A. Fleet, but they have a terrific scramble during the six weeks season. I think about 10,000 tons of groundnuts actually come out of this province (Adamawa). There might have been a very small carry-over but virtually nothing has been left behind. I myself would say it was perfectly true that if the

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[Continued.]

fleet deteriorated and its carrying capacity fell it would not be able to clear these river areas, but at the moment I have no reason to suppose that it cannot be done for this season; I just do not know.

4272. We have had a memorandum from the Colonial Office and we have had evidence to the effect that if all these schemes are developed, and the French want to increase the tonnage of cotton moved, it will be almost impossible to evacuate everything that is necessary, and there will be great accumulations of stock. It will take some years before you can re-equip this fleet. What is your view of the best means of improving communications in the interim?—It is true we are building this road *here* from Yola to the south west as a development road, but that will not be an alternative to the river. A steamer with barges takes 1,000 tons. There is no alternative method of clearing the French cotton and these groundnuts down the river until you get to the railway at Makurdi. The river fleet has got to be maintained for the development of the river areas, to my mind.

4273. If the river is only available for six weeks and it is a frightful scramble, as you describe it, at the present time, and the amount of traffic is to be increased still further, what do you suggest can be done about it?—Something has certainly got to be done about it. If that increase in traffic was in sight there would have to be an increase in the carrying capacity of the fleet.

4274. If you had that increase would you be able to clear in the six weeks period?—If the fleet were increased sufficiently, yes.

4275. But perhaps they would be so thick as to be touching each other?—No, the river can carry it; it is a huge river and you could not over-congest it. In this Damaturu scheme there are considerable difficulties—whether it will be adopted or not I do not know—and we have been discussing the snags, which are great, such as water and freight haul; and there are two ways of evacuating the groundnuts. One is to bring them by road to the railway system either at Jos or at Kano, but we have considered another idea, which is to come down this road *here* and put them on to *this* branch river, the Gongola river, where they could be put on the steamers. The groundnut scheme could not come into operation for years if it was put into operation. There is one alternative method and that is to evacuate them east of the river system down *that* way, not bringing them *this* way at all (*indicating on map*).

4276. The distances are immense. Can you tell us about the actual amount of money expended and the actual number of schemes that have been started in your territory under the Colonial Development Act? Have you got the figures as to what has been done and what is expected to be done?

—(Mr. Weatherhead.) No, I have not got the details of that. Although now regionalised, the details of that are kept in Lagos. The departmental heads have details of their own expenditure. We have also here the programme of expenditure for the current year.

4277. Cannot we take them as being accurate?—Yes, that is for the current period. (Capt. Thompson.) That gives you what we hope to spend for the current year—£1 million odd. For last year it is not regionalised; we have only been regionalised ten days.

4278. You mean a separate budget?—Yes.

4279. Do you believe that if you had greater freedom and you were able to give a D.O. somewhere power to go ahead with a water scheme or something of that sort, using local materials instead of waiting for things from home, it would be a good thing?—I do not know of any immediate scheme that would benefit from that, except what has now been agreed to. We were rather tied by the fact that buildings were to be of permanent construction. The P.W.D. regard a building on that classification as having a definite life of sixty years, and with proper maintenance several hundred; and it has now been agreed (it has just come through) that we may use what we call semi-permanent materials, providing they are satisfactory. That will make a great difference. The bottleneck of building to a standard with a life of sixty years did mean a very high technical standard and that relaxation will help us tremendously with school classrooms and buildings of that sort particularly.

4280. Have you any local Africans who can go ahead with the work?—Yes.

4281. Under the Emir's direction?—Yes. We can put up these semi-permanent buildings very much more easily and we can do them within the N.A. framework. That has been very helpful. With regard to initiating new schemes under these approved heads, well sinking is a highly technical affair, and our trouble there is, of course, that we need a supervising engineer, although simple materials such as bucket and rope and windlass and so on are all that is necessary. We are now catching up with our European foreman type, inspector of works type, but we are short of the engineers.

4282. We have been told that the Crown Agents were asked for a very large quantity of steel, about 7,000 tons, and that in fact you only got 632 tons for the whole of Nigeria?—I did not know we got as much as that.

4283. But we find that in a great many places the firms are getting the steel, and we are rather anxious to know how the Crown Agents' machinery works as be-

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[Continued.]

tween Government and other people, and whether you have any ideas as to improving the system?—The steel situation two months ago for even the simple things like reinforcing rods and so on was so grim that we bought 11 miles of surplus Nigerian railway track to use as reinforcing material over arches and things. The steel position at the moment is much better in regard to actual constructional steel. You will be seeing the Assistant Director shortly and he will be able to tell you more about that. I know it is much easier with regard to the reinforcing of doors and flat roofs and that sort of thing, but that does not mean the situation will be better in six months' time, when we have used up what we have got. What we want is to have a steady balance in hand. We have had buildings held up for five months for want of steel.

4284. There is a great shortage of water, I understand, throughout your territory. What is the position with regard to drilling plant?—Water is probably the most vital thing all along the top of the map here, and with water we can do almost anything.

4285. And you make that your first priority, do you?—I always have made it my first interest, but it is difficult to pick a first priority as all these things are interlocked. I do not want to press one more than another, really, but I do regard water as meaning development, because if you cannot get it you cannot develop anything.

4286. Do you believe in artesian wells?—There again, the policy we are working on roughly at the moment is that we do not propose to go further than 150 feet deep with the ordinary open 3 ft. or 3 ft. 6 ins. well. I think we call them rural water points in the development scheme, and we had hoped to have 33,000 of them. They can be hand-pulled and used by a small hamlet. 150 ft. is not excessive, but over that it becomes too difficult and it means going over to boring and pumps. With regard to the artesian wells, we have an excellent water table in northern Sokoto with wells up to about 86 ft., and varying according to the local ground, with sub-artesian rises to 50 to 60 ft. In Bornu province, which covers what is known as the Chad basin, we have found that at 700 ft. depth we hit artesian water pressure. We have bored again about eight miles away from there and again we hit it and got a very small surface flow. It rose 700 ft., which is a tremendous pressure, and it actually had a 4 ft. head, and it has been running daily for two years and will run for ever. We know there is a rock basement to this tremendous area which goes right across to the Sudan, and we have been drilling to get down to the basement. It is like a lake bed with an incredible amount of mud on the top, and we are

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boring through the mud, as it were. Our drill that we have there was only designed to go 800 ft. but we are down to 1,200 and still in clay and could get no further with it. All the experts assure me that the water is there and we are expecting very heavy artesian pressure. It may be that to get to the bottom we shall have to go to 2,000 and 2,500 ft. The Government has now agreed that we should put out a tender at home for a firm who do this deep boring to come out here and put us down three deep bore holes, not from the point of view so much of producing water for a particular town but to prove once and for ever as to whether we are sitting on one of the biggest artesian basins in Africa or not; and if, as we think, we are, there is endless possibility up here, with the prospect of having a tremendous artesian flow of water.

4287. And that would mean irrigation schemes and everything else?—That is a difficulty. The Director of Geological Survey has said all through that he will not guarantee that that water is suitable for irrigation. It may be that it is contaminated with iron or something of that sort. We shall not know until we see it. But it will certainly be potable for people and for cattle.

4288. It sounds to me like the basis of everything and a solution to your difficulties, if these firms are able to confirm your expectations?—It is going to be done, and the job is out to tender in London to-day.

4289. That is through the Crown Agents?—Yes.

4290. Perhaps you would care to tell us about any other schemes you would like to see put through. We have had a lot of evidence, I may say, about the abattoir scheme, to be worked jointly with the French. We are expecting to hear more about it when we go to Vom. What is your view about it?—I do not know what the scheme is, exactly, but I was talking to the Director of Veterinary Services when he came back from London the other day, and he told me Sir Frank Stockdale had been talking to him about this possibility. I gather it was some idea of canning beef up there. My own opinion is that they will never get the cattle for it. The setup in the Northern Provinces is this. We certainly have three million cattle; we may quite well have four million head of cattle. But the problem is this: the nomad herdsman has no desire to sell cattle; his desire is to increase his herd. He does not want the money particularly. The difficulty, then is to buy cattle. There is a very big cattle trade to the south and there is a very big cattle trade which comes in from French country in the north and the north-east, and that is feeding the meat-starved south of this country. In order to guarantee a large quantity of cattle for a canning

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industry you would first of all have to be prepared to pay a very high price, and I have been told that a canning industry could not carry anything like the price asked for the type of beast we get here.

4291. What is the sort of price you are thinking of?—I am told the price of cattle recently has gone up as high as £12, and most of them are a range type, long, lanky animals with not a great deal of meat on them. The other thing is to get them to the factory. Your canning factories in South America have their cattle grazing and feeding, I believe, just behind the factories; but is quite a different matter if the cows have to be walked 300 miles, as they would here. The D.V.S. can tell you all about that, but my own personal opinion, formed quickly, is that (a) you could not get the number of cattle required, and (b) the price would be prohibitive.

Sir Peter Macdonald.

4292. Is the groundnut scheme you mentioned the one investigated recently by a commission which was sent out by the Ministry of Food?—The scheme as such was that experts were sent out by the Secretary of State.

4293. A committee?—Yes.

4294. Under whose chairmanship?—Clay, I think, was the Chairman; and they came out with a term of reference to look for possible suitable areas of a certain size which they thought could be developed. They went home and wrote a report to the Secretary of State suggesting a detailed examination of the possibilities of two definite areas, and one they had not gone into in great detail. We have now gone a stage further. We had a soil chemist and a water engineer and an agricultural officer who did a quick survey of the area, and they agreed that in both groundnuts could be grown, but they wanted experimentation to take place first. Both reports were favourable, one more than the other, owing to various factors such as freight. That is as far as we have got.

4295. What was the type of land cleared—bush?—That is savannah bush, with tree cover—not dense bush.

4296. Are you aware of the difficulties encountered in the Tanganyika scheme?—One of the difficulties was the type of scrub, but I do not know whether we have that. They have got to get the roots out, according to the preliminary report. We have not experimented at all in trying to get them out.

4297. It entails very heavy machinery, I gather, mostly American?—To my mind we must experiment now and see whether we can get the roots out or how we can do it.

4298. Regarding this abattoir scheme, how much research has been done on that?—I only heard of it in conversation with the Director of Veterinary Services, but I do know that four years ago a Crown Commission came out here, called the Union Meat Commission, and they were merely surveying the cattle trade generally, the routes and where they went and what the markets were. I never saw their final report, but I was told they turned it down.

Sir Peter Macdonald.] That report is not available?

Chairman.

4299. We have got the report to the Secretary of State by Mr. Day.—That was the Union River Commission. (Mr. Pleass.) I could get that for the Sub-Committee in Lagos.

Chairman.] That would be helpful a propos of this thing.

Sir Peter Macdonald.

4300. In the Argentine, which is a very similar sort of country, the farmers make Bovril and things like that. It is mostly scrub country. What grade of cattle do you find up there?—I only know cattle as big ones and small ones.

Mr. Edward Davies.

4301. We have had a lot of questions about the accumulation of groundnuts. Are they mainly at Kano?—They are mainly at Kano. This year, for the first time, we have what we call a pyramid; that is we stack them in the shape of a pyramid and we cover them with tarpaulins.

4302. We may have an opportunity later of seeing some of them.—In Kano you can hardly fail to see them.

4303. How many of them are there?—Off hand, I should say about 170,000 tons.

Chairman.

4304. They have given us the figure of 300,000 tons.—It is a very considerable amount.

Mr. Edward Davies.

4305. Has there been the problem of arrears for some years?—Before the war we used to have a very fluctuating season, but nothing on anything like this scale. The carry-over now for the last two seasons is getting worse. Last season's crop was a very big one.

4306. So it is increased production, really, and not the worsening of the railway?—We did take a good deal of trouble and the price was very greatly increased, which undoubtedly has increased the amount,

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4307. Everybody is faced with these things, the people who grow them, and so on, despite the fact that they are still at Kano.—As far as the firms are concerned, those groundnuts are in London. They have been bought and they have left his hands. They have been packed ready for export and all ready to go on the train.

4308. So that if there is any loss, due to deterioration, who will stand that loss?—I imagine the Board at home. They have actually passed into the hands of the Board at home at the port. That is because it is easier for the buyers who are holding them here. The buyer actually books the wagons and the moment the wagons get to Lagos the produce becomes the property of the Ministry of Food.

4309. Is there much deterioration of the groundnuts if they are kept stored?—The technical people say that there is extremely little deterioration, but there must be some, I think; there must be a certain amount of deterioration with the drying.

4310. What is your view about your communications? You have told us something about your proposals for the river, but are you satisfied that the present rail facilities are likely, with the increased water facilities, assuming the fleet is available, to meet your development scheme? You have a single track railway, I take it?—It is a single track, and as a result of that the interval between trains, naturally, with this signalling system is such that the lines are loaded to capacity.

4311. It is a matter of rolling-stock?—Certainly.

4312. And you are satisfied that if we could obtain adequate rolling-stock, the capacity of the line is reasonably capable of carrying any additional development?—At the moment the capacity of the line is affected by re-laying, which they have been carrying on, and that re-laying has been affecting it as well as the lack of engines.

4313. I suppose there is no prospect of developing roads as feeder services to the rail at some point further down?—Not further down, but the big road we are working on is a feeder to the railway; that is what we are working on now.

Wing Commander *Hulbert*.

4314. You told us about your evacuation difficulties from the Bornu area. When you come to your groundnuts in Kano, it is entirely the railway you depend upon?—Entirely. We can get them to the railway at Kano. We can get them to the railway at Jos. We cannot get them to the railway at N'guru, but we evacuate the Bornu area to the railway.

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4315. And from Kano you get it down to Lagos by rail?—From Kano we get it down to Lagos by rail.

4316. Would it be an advantage if you got it to the Niger at some point and transferred it to river craft?—I do not know any of the figures, but Baro is a port on the Niger and that carries sufficient tonnage to keep the river fleet busy, and it is in some way related to the capacity of the river.

4317. The river up to this point is navigable all the year, is it?—It is navigable for a small steamer drawing not more than three feet, all the year. The Niger river has a double flood. You can get steamers drawing 12 feet up to Baro for at least half the year, and for the rest of the time, small stern-wheelers.

4318. My interest at the moment is as to what steps can be taken to get your stocks away, and there is really no answer to it, except the railway.—So I am told.

4319. There is no possibility of a road down here?—We have a road, but to carry bulk produce by road is most unsatisfactory. We might be able to take it down to Jaba. We have already had a great business to get it to that railway. Kano is 700 miles from Lagos, which would be a 1,400 mile run for a lorry. I do not think it is practicable.

4320. Would it not be practicable to acquire bigger capacity lorries?—The railway, to my mind, is there and is the ideal method of getting the produce down, if only it could do what it was designed to do.

4321. Is there any cocoa produced here?—Not in the north.

4322. On the development scheme, what is the main hold-up, staff or materials? We have heard in evidence about lack of technicians and so on.—It is a question of balance. Technical staff is so short as to be incredible. I have twelve provinces, and I have got a note here of our technical staff in the twelve provinces. On the size factor, going back to Bornu, it is bigger than Ireland in size, and eight of these provinces have no forestry officers; three of them have no agricultural officer; and at least two will not have a trained veterinary officer. A number of them have not got an education officer. With technical staff as short as that, and engineers of course equally short, that is as serious a hold-up as anything. There is no prospect.

4323. Why is there no prospect?—I am told by these technical people that such is the demand at home at this time for trained forestry officers and veterinary officers that they can command higher pay than they would get out here.

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4324. Have you any evidence as to the commercial concerns being able to get staff better than you can?—I do not know that they employ technical staff of this kind.

4325. They employ them now?—Not that I know of.

4326. Is it your belief that the commercial concerns do offer more attractive terms of service?—I should not have thought so but I do not know about that.

Mr. H. D. Hughes.

4327. Are there proposals for some kind of groundnuts marketing scheme when the West African Produce Control Board winds up, which I understand it is doing by 1949?—We are going to finance this Marketing Board, and the money which we are putting into that, in the same way as they are doing in the palm oil and cocoa industries, is going to be available not only for assisting the groundnuts industry over any research necessary for combatting disease and so on, but also for price stabilisation. That is being created now.

4328. That also applied in the case of beniseed and cotton?—Not at the moment.

4329. Is it contemplated?—It is by me and I have said so, but the Government is considering the matter. That, again, will be a question of whether we can begin to accumulate a fund.

4330. Are you and the local producers satisfied that they are getting a fair price for their export produce now in terms of world prices?—So far as the groundnuts growers are concerned, I am told that they are satisfied.

4331. And your exporters?—I have had no complaints.

4332. Secondly, would you give us a brief description of your area and regional developments planning machinery, and what African representation you have on those Boards in the Northern Provinces?—Well, we have, from the regional point of view, this Area Development Board, of which I am the Chairman, which meets here. That has the Regional Directors on it. As to the African membership, the Chief of Bornu and the Chief of Sokoto, are on it. I could tell you in a minute the set-up of the Board. I think there are three African members on it. Below that, in the provinces, they have their Provincial Development Boards and they have Sub-Boards which they treat as Sub-Committees, and their African representation is on the big main Board; it will be as many as eight, nine, or ten. Then they have got various Sub-Boards, and I could tell you exactly the composition later.

4333. What I am really getting at is this: whether you are satisfied that the local population are getting adequate information about the development schemes, and what the difficulties are, either through direct

Government public relations or through direct representatives in the machine?—Yes, they certainly know what is happening, but the tendency is to complain that it is not happening fast enough. That has been reflected in the House of Assembly and the House of Chiefs, very definitely. On one occasion development was referred to as "more and more paper". They want to see results.

4334. But is it informed criticism or is it uninformed criticism? We have got the impression in other areas of the country that, in spite of the efforts that have been made, there is a good deal of ignorance amongst even the educated sections of the Africans, as to what is actually being done?—Well, the outlook is parochial to my mind. For instance, in one small area they may have worked out a plan two years ago and we may be coming to that area; but they are getting impatient because they have not seen any progress. That is the criticism which we find.

4335. Looking quickly at these Estimates, I see that there is no item for the Nigerian Local Development Board. Does that mean that in fact you are not getting any loans from the Local Development Board?—We have had two this year. One was a Pilot sawmill, in which we got a free grant for the plant; the other was this big new cattle market which we are just starting up here, which is being financed; and the idea there is that we are going to market fattened cattle. Those are the only two, so far, for which we have had assistance.

4336. Is there, in your view, a possibility of considerable expansion of that kind of local scheme if funds could be made available?—The funds are available. It is a question of us getting the schemes worked out. We have not had any turned down.

4337. I believe there was considerable delay in the actual ordering of locomotives for the railway at one stage. Could you tell us at what level the delays occurred?—I only saw the papers which the Secretary of State's Oilseeds Commission had. The ordering of engines is no concern of mine, but in the report which was put up by the Oilseeds Commission there was that one point that, by a mistake at home, the ordering of engines had been impeded when priority had been given at the highest level; it was some mistake in London.

4338. That would be in the Crown Agent's machinery, would it?—Oh, no. I should think it would be much higher than that, but I really would not know.

Chairman.

4339. It is in this report?—Yes.

Mr. H. D. Hughes.

4340. You have not any plans for railway expansion? Is that because of the

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shortage of steel, and so on?—It was said some years ago that no more railways could be built in Africa, but at the moment they have ruled out railway expansion. We built this railway at about £7,000 a mile, and to-day I believe it would cost you £20,000 a mile; that would mean that we have got to guarantee far more traffic. It is a question of £ s. d. There are various other ideas which have been dropped for the present; it is very expensive.

4341. There is the present time-lag in ordering, say, windlasses from England?—Very considerable, I think, but that is a detail. I only know that the difficulty is considerable. For electrical equipment it is two years. That is electrical equipment for the new power station in Sokoto, which power must be made available if we are to get our plans completed.

Mr. Parkin.

4342. Do you foresee any social problems arising from the economic development, any shifting of the demand for labour which will bring any other problems in its train?—The movement of population?

4343. Yes?—You mean if we are developing a new area?

4344. I do not know whether you consider the countryside overpopulated or underpopulated at the present time, in relation to its resources?—Most certainly it is underpopulated. There is a great variety of density of population, but at the moment it is very largely concentrated by the availability to water. It certainly is not overpopulated.

4345. The beginnings of mechanisation in agriculture will ease that situation, will they not?—Well, the first thing we have done is to try to get away from the idea that the African with his hoe can farm only four acres and no more, whatever the crop is. In order to increase that acreage per individual—because there is not much available for export in four acres—we have introduced the plough and a system of mixed farming. The plough is pulled by oxen. We hope to put up the acreage by this scheme. Drawing the plough is only half the function of the oxen, the other half is to produce the manure; and in that way we put the acreage up to something in the nature of 20 acres. That has merely meant an improvement in the farmer's life.

4346. You anticipate that it will be necessary to establish a desire for a higher standard of life in certain sections of the agricultural population, particularly the cattle rearing areas, before you could get them to produce extra for sale?—I think the desire in the majority of the present areas is there, as long as the man farms his own farm. He has got his interest and he is out to improve his lot and his methods of

living and everything else and he has the will to work because he is working for himself.

4347. What is the tendency as regards the standard of nutrition; is it going up or down?—I should certainly say that with the increased money about it is going up. The figures of the cattle slaughtered in the main markets certainly have shown a big increase in the last two years.

4348. Speaking broadly, are there any local problems arising from dietetic considerations yet?—They have all the well-known tropical diseases. The vast majority of the natives have got a form of worm infestation.

4349. That is not due to diet, is it?—No. The dieticians will tell you about their unbalanced diet, and so on and that with an improvement in better living they can improve their health.

4350. I have heard that with the temptation to grow cash crops they grow less for their own consumption?—The temptation to grow cash crops would not mean that the farmer would not grow less for himself. He himself would grow enough for his family.

4351. Is there a need for a greater variety in diet in order to maintain health?—In order to improve health I am certain that there is a need for greater variety in diet.

4352-3. Do you anticipate importing varieties of food, or do you think that they could be produced locally?—I should say that everything can be produced locally. We found that it made all the difference to the troops during the war, when we recruited them for the Army. We are also seeing it in the prisons where, with a concentrated balance of scientific diet, you can see the fellows almost swell and look well.

4354. So there is no demand for return loads of food in exchange for the exported produce?—I should say not.

4355. Nor do you see any danger in the towns increasing in number at the moment. Is there no drift away from the land into the towns?—There is a big drift into the towns, but at the same time there is a fragmentation of the rural towns. Before we came here, people tended to concentrate into what I would call the country town, which had a wall round it, and was defensible, and for safety they came together. Now, with no dangers of slave-raiding, they are tending to scatter out to their farm lands, and at the same time there is a drift to the big cosmopolitan cities.

4356. So that if the projects, such as the meat canning industry, developed, they would meet with labour shortage?—You mean, could we find the labour for a meat canning industry?

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4357. Yes.—I should say so, yes.

4358. You mentioned earlier on the development of clarified butter fat. I do not know the process there, but does that require much labour and much equipment?—Roughly speaking, having watched them do it, what you must have is a separator and a creamery. You have your separator and thereby you get cream and skimmed milk.

4359. What happens to the skimmed milk?—We used to sell it back to them and they sold it in the market as sour milk very cheaply.

4360. I wonder if the possibility of making casein out of it has been investigated?—The veterinary people could tell you, but it is cream which you then boil in drums and then you skim it and seal it up in drums and that goes to the market and in England I believe it is marketed as "spry". It is the cream which is treated and it is a very simple thing. The only bit of plant required is the separator.

4361. But under the Development plan there have not up to now been many propositions for secondary industries of that kind.—No; this is the first in the north. It is quite big; it will cost £60,000 to establish it.

The witnesses withdrew.

Dr. C. RAEBURN, C.B.E., Director of the Geological Survey, called in and examined.

Chairman.

4362. Your supervision is over the whole of Nigeria?—Yes.

4363. We should like to have a statement from you, setting out the position generally?—From a departmental point of view, we have very few funds for development. Our total estimates are in the region of £40,000 a year, which is not very much. We have made a new application to the Colonial Development Fund for a grant which will be in the region of £25,000 a year, which would enable me to get geologists who would, in about eight years, produce a basic geological map of the Colony and Protectorate, which is always the first duty of the geological survey. We have no detailed basic geological map covering the whole country; only in fragments here and there; but, although there will be plenty of money available, we cannot get geologists, and my present establishment is 20 and I have 10 bodies, and you can take off 25 per cent. for leave, so that I have about seven men available. One must be here for direction, one must be in the laboratory, and I have therefore about five men in the field only. These are all European officers, and they do very long field service—ten or even more months per year in the bush—and when I say bush I mean bush. Where other people finish, we start in the way of bush. We have not been successful in getting any African officers so far. We have technical assistants but we have no geologists. We demand a fairly high standard, a fairly good degree, and no African has yet come up to that standard. That is the position as regards the staff. As regards the work, there is a great deal to be done. Our principal minerals, as you know, are coal and tin. We are working quite a good deal on both of these and we are assisting the miners to locate new deposits, mainly

on the plateau at places like Jos, where you will be going soon. We are employing quite modern geophysical prospecting methods but we need more men there, too. On coal, we have been working in co-operation with Powell-Duffryn, who sent out the research team last year. We have recently proved further coal seams but we want drilling apparatus to prove them completely. Along with the work on the coal that Powell-Duffryn have been doing, we have been working with them on lignite. We have enormous deposits of lignite here, and every five years or so they are taken up again and we see if technical developments have made it possible for them to be economically used, but it is doubtful if we have yet reached the stage when the lignite will be developed. The lignites are rather on the river, and the river is not a great method of transport these days.

4364. It is not a good method?—Not now. It has not been dredged for many years, and in the dry season it is not a very good method of transport.

4365. But you do not apply that remark to the Niger mainstream, do you?—Pretty well. I should say that in the dry season, round about Onitsha, where the lignites are, there is very little water nowadays.

4366. We have had evidence from Captain Ivey, who is responsible for the dredging. Do you say his difficulty is that he has not got the plant?—I do not think there is a call now for the river to be kept open in the dry season. There is plenty of water with the rains, of course. I have dealt with lignite. We have big deposits of iron ore at Lokoja, which is on the confluence of the Benue and the Niger. If the iron ore goes right through Mount Patti there may be as much as 2,000 million tons of medium grade iron

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ore there. It has been known for the last 45 years and it is not a new discovery.

Now I come to limestone. Limestone, as you know, is a very essential mineral in industry and in agriculture. We are rather badly off for limestone. It is a pity, but there it is. We have limestones in almost all the provinces but they are very thin. As you know, in Britain we like a good thick face for a limestone quarry—30, 40, 50 feet or more—but our limestones here are 3, 4 and 5 feet, and we have so far not been able to do anything about either the manufacture of cement or of agricultural lime. It may be that further researches on the Cross river, which is to the east of Enugu, will reveal good limestone deposits, but they are rather far away from the coal. Hitherto, all estimates that have been made have indicated that British cement would be cheaper in the country than locally manufactured cement, but, with the drive towards the use of lime in agriculture, it may be that we could have a lime and cement industry together perhaps at Enugu, probably using the coal slack and some of the coal. We have clays everywhere and there is no geological reason why we should not make bricks, sewer ware, earthenware pipes, and all that type of thing.

4367. Water pipes and tiles, too?—Yes, and inferior crockery and stuff of that nature. The question of fuel, of course, is difficult, because again we should either have to use oil or the Enugu coal, but we have found clays that are suitable for these uses in the Enugu area.

We have small deposits of salt on the Benue on both sides, and in certain parts of the Eastern Provinces, but we have not been able to develop them in competition with imported salt; and the salt is derived from brine springs and the brine is rather weak, and the native methods of recovery are rather uneconomical, and we have not really managed to get anything going there. I do not know whether we ever shall.

I have not mentioned gold. There is no question about it: gold is going down here. No lode deposits of any value have ever been found, and the deposits are very thin alluvials, unlike the tin alluvials, which are thick. Gold is pockety and there is no doubt that in the next few years gold mining will gradually die away. Most of the gold is won by individual miners. We are almost unique in the Empire in having columbite, which is found along with the tin, and we export about 1,200 tons a year to America. We think we get a rather bad price for it though we are the only big producer in the world, not only in the Empire but in the world.

Sir Peter Macdonald.

4368. Is it a clay?—Oh, no; it comes in little shiny black crystals; it comes in much

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the same way as tin. You get the two occurring together and you have to separate them. We have exported other minerals from here, including beryl, in a small way, which is the ore of beryllium, which is used in the light alloys, but we have no large deposits and there will never be large exports of that.

Tantalite. During the war we were offered big prices for that, and flying it to America, and they are still offering good prices, but we have not any real substantial deposit, and the whole mining of tantalite has practically flopped. Wolfram, the ore of tungsten, is the same. We have had very intensive mining for wolfram in both wars. That covers most of the minerals, I think.

We are concerned, of course, with water supply, and prior to a couple of years ago the geological survey was actually in charge of the construction of rural water supply work. That, on the start of the ten year Development Plan, passed to the P.W.D., and now the geological survey only acts in an advisory capacity to the Public Works, as to sub-surface water and sites for reservoirs and so on.

Chairman.

4369. The importance of water in this country cannot be over-emphasised, and, that being so, I should like to put this question to you. Would you like us to recommend that under you there should be a water expert with power to have proper borings, plant and all the rest of it?—I think we have thrashed that out. I am a water expert myself—that is my particular speciality. I have just come from Cyprus, where I was in charge of the Water Supply and Irrigation Department, and I also started the rural water supply work here in 1927-28. But the rural water supply section of the P.W.D. is fairly well equipped, and the difficulty there is that they have not got the men. It is engineers we want. We can get the equipment gradually but we do not seem to get the men.

4370. So the bottleneck is the water engineer?—Pretty well.

4371. What about this territory here where the Chief Commissioner has said a bore of 2,000 feet is going to be put down?—That is in the Chad Basin. Long ago I myself indeed suggested that there would be artesian water in that Basin. That was somewhere about 1935, when I was here before, but there was no drive towards putting down a deep bore hole to see. They got down one to 1,200 feet but that was too shallow; you want something in the region of 3,000 feet. Now Government has approved the spending of a very considerable sum of money in putting down the bore holes there, and it is to be done by contract. It will cost in the region of £50,000 or £60,000. If the boring is successful and we get artesian water we

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shall hope to keep stock in that area during the whole of the dry season, whereas at present the place dries up and the animals have to move away to water, although there is plenty of fodder.

4372. Do you think the quality of the water will be all right for that?—It might be; it might not; but it may be possible to treat it very simply and make it suitable. By "very simply" I do not mean anything elaborate. It may have iron in it which could be taken out by some simple method.

4373. What do you want most of all?—I want men most of all.

4374. Why are not you getting them? Are not salaries adequate, or what?—That is a probable reason why we do not get senior men, but there are very few geologists. No people were directed to the study of geology during the war, and there are very few geologists coming out of the universities, and it is the same everywhere. I have written to South Africa, to Australia, to New Zealand, Canada, but they say, "All our chaps are already signed up before they come out. The oil companies and the mining companies take them and our own geological surveys take them." We have got one or two from South Africa, but I want ten men, and the Gold Coast probably want about ten, and Sierra Leone two or three, and that is quite a lot of geologists. There never were very many people taking up geology. I shall be short of 18 scientific officers.

4375. Which means you cannot carry out the work?—I will get men gradually. In two or three years this will solve itself, we hope, but the question of getting senior men, I think, depends on giving them a little bit better pay. It is usual to offer a man who has a teaching appointment now in a university, say, £1,150, and it is probably a lot more than he is getting, but it is not enough to induce him to uproot himself from where he is working.

4376. Can you say something about your accommodation? Have you been able to get from P.W.D. all the houses and buildings that you require for your laboratories?—This is a very serious matter. The Geological Survey of Nigeria has never had a building built for it; it has moved in when other people have moved out. That is true—we have never had one building. We went to Lokoja in the old days because the Army had been there and left some buildings vacant. We came here when the Railway moved out, and we are in the most ill-assorted congeries of buildings you ever saw—when you come round to see us you will understand. You have never seen anything like it, I am sure.

4377. You have no equipment?—Yes, excellent equipment, but quite unsuitable buildings.

4378. Would you be satisfied with buildings of local material, adequately designed?—Oh, yes; by that you mean concrete blocks, presumably. We must have some cement. Local material to us would mean mud and grass, and that would not do at all.

4379. I do not suggest that, but there are such things as perfectly good wooden houses on concrete blocks?—That might suit, but the wooden houses here are rather expensive and they do not stand the great variation in climatic conditions. We are getting this very wet, moist, weather now, but a couple of months ago it was so dry that when you touched your hair sparks flew, and you get boards warping and nails coming out, and wooden houses are not the solution here.

4380. You have not told us really what you suggest about this water business as the strongest recommendation we could possibly make to hurry up these contractors coming out?—That is in the hands of the Crown Agents. I have nothing against the Crown Agents. I go and see them and I get what I want.

4381. You spend your leave in the Crown Agents' offices?—Not that, but we live in London and it is easy enough for me to go up to Millbank and see them, and I have known them all for the last 30 years.

4382. What is the reason they cannot supply things unless you go and ginger them up?—They are over-worked and understaffed, like everybody else. That is one of the main things. Another point is this. I think in the allocation of priorities firms are apt to think along these lines: "The Crown Agents will always be there and we can let them wait, but these customers in France will go elsewhere if we do not supply them soon." I think that is at the bottom of it.

Mr. H. D. Hughes.

4383. Is the ownership of the minerals vested in the Government of Nigeria?—Yes, in the Crown.

4384-5. The point I am getting at is that there might be in the future considerable demands for the use of iron in Nigeria itself, if it is possible to develop some degree of industrialisation?—In the first place, there are probably 2,000 million tons, and that is quite a lot. In the second place, up to the present time we have not been able to produce metallurgical coke with the Enugu coal. No doubt we will, perhaps, by some form of briquetting; but so far it has not been possible to do it. Perhaps Powell-Duffryn will solve that problem. But we are still awaiting a full report on the work.

4386. I gather from some remarks you have made that you consider the dredging of the Upper Niger and the Benue as in fact a practical proposition if the traffic is

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[Continued.]

there to be carried?—I would not say anything about the Benue; that is a shallow stream. The Niger is a unique stream in that it has a double flood, which helps a great deal. The Benue has only a single flood. The Niger has actually two floods a year, due to the variety of the country through which it passes.

Wing Commander *Hulbert*.

4387-8. Could you tell us briefly the general principles upon which commercial concerns operate mineral concessions here? Take tin, for instance?—The first thing is that they get a prospecting right, and to get that they must have some sort of financial backing. Then they look for the mineral, they select a likely looking piece of country and put their pegs out, and they have a prospecting licence and that land is reserved for them on the payment of a certain fee, and they have the sole right to prospect therein. If they find a good deposit they again put their pegs round and they have a mining lease, and they have the exclusive right of working the minerals under that mining lease. The firms are British firms, and the miners are mostly British, but there are French, Greeks and Syrians.

4389. The Nigerian Government obtain a royalty?—A royalty and a rent, and, of course, the traffic on the railway, and work for the people. I think when you see the Chief Inspector of Mines in Jos he will be able to give you the figures showing just how much of the value of the tin is actually spent in Nigeria. I know he has them.

4390. And you naturally do everything you can to encourage it?—Absolutely. We have an office up in Jos and we are working very closely with him. That is one of our jobs—to get the mineral wealth of the country exploited.

4391. Who is responsible for getting the equipment for these lessees?—They themselves—British capital.

4392. Do they go through the Government or through the Crown Agents for the actual equipment?—They make their own arrangements.

Mr. *Edward Davies*.

4393. You have told us about your difficulties with staff. How far have you got with an actual survey of the country?—An actual geological survey?

4394. Yes?—I should say we have done perhaps a fifth. It is difficult to say exactly, because areas have been done in detail in some parts and in very much less detail in others. I think we may say about a fifth.

4395. The view you took about Enugu coal was that it was not so bad?—Some people are inclined to sneer at the Enugu coal, but I do not; it is a fair African coal. It is not the coal we would take to

in Britain but it is a good African coal, and the Railway runs on it and used to run on it very well.

4396. As far as the Enugu area is concerned, you envisage a possible production of limestone, even with the limited resources, if the things could be linked together; that is to say, the limestone is available in sufficient quantities near to the coal, and the clays are there, and your view would be that the presence of these kindred minerals would make possible the production of a number of things there?—Yes, it is worth careful consideration. They have never been considered together. At Enugu you might burn bricks and make sanitary ware and agricultural lime and cement in one place, but if you are going to try and make lime or cement or bricks I fear that that will not do. We have gone into that quite often; many times, in fact. Even the Portland Cement people from Britain have been out here on that.

4397. We have had evidence from the agricultural people in different parts of the country. Presumably there is close contact between the agricultural research people and your own Department in matters of water and productivity of soils?—Yes, except that we do not do soil work; that is a function of the Agricultural Department, who have a soil chemist. We do deal with soils from a geological standpoint but not from an agricultural standpoint. We are interested and know a lot about soils but we do not deal with them in quite the same way as the Agricultural Department. Water, of course, we are concerned with for all purposes, in an advisory capacity, of course.

Mr. *Yates*.

4398. Did I understand you to say that your work had actually been held up for the lack of finance?—Oh, no.

4399. I wanted to be clear about that, because I thought you said you hoped to get an additional grant?—I have more money now than I have men, and I shall have still more money, and I must get more men. There is no question of my having insufficient money. Within reason, I have as much as I want, but I cannot get the men to use the money.

4400. What progress have you made with the training of junior staff?—Do you mean African staff?

4401. Yes?—We have these technical assistants in the Mines Department School at Jos. We also bring them in from the bush to the Department, and they are given a short course, and also periodically they will come in for three months to the laboratory. They learn a great deal because they work with Europeans always in the bush. But you cannot make a geologist except by going to a University and doing the course. There is no back door to geology.

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4402. But you are satisfied that some progress has been made there?—Yes, I am, but we must remember that progress is slow. We have a man at home taking a course at the School of Mines who will go into the laboratory when he comes out.

Wing Commander *Hulbert*.

4403. An African?—Yes.

Mr. *Yates*.

4404. That will be with University qualifications?—Not a full degree, but he will be home for eighteen months doing a fairly intensive course of study.

Chairman.

4405-6. Have you got a copy of the map with you which you were talking about?—Yes, I have.

4407. Would you be kind enough to hand that in?—Yes, I will send a copy to you.

4408. Do you think an air survey would help you at all?—Yes.

4409. But an air survey is being done, is it not?—Yes.

4410. And you have a chance of saying what you want in regard to it?—Yes.

The witness withdrew.

Mr. W. H. JACKSON, O.B.E., Regional Deputy Director of Public Works, Mr. H. R. PHILLIPS, Acting Regional Deputy Director of Education, Dr. E. C. GILLES, Acting Regional Deputy Director of Medical Services, Mr. D. H. BROWN, Regional Deputy Director of Agriculture, Mr. J. H. B. BEST, Regional Deputy Director of Veterinary Services, Mr. G. R. G. KERR, Regional Deputy Director of Forestry, Mr. A. K. TODD, Head of Posts and Telegraphs Engineering Branch in Kaduna, Mr. E. A. ROTHERY, Assistant Director of Surveys Northern Nigeria, Dr. J. L. McLETCHE, Sleeping Sickness Medical Officer, Mr. W. R. W. FERGUSON, Water Supply Engineer, and Mr. A. J. CARPENTER, M.B.E., Mass Education Officer, were called in and examined.

Chairman.

4416. The main purpose of our visit is to study what is being done in regard to the monies which have been voted by Parliament under various Estimates, mainly social and welfare development schemes, and to find out from you why they have not gone forward faster and better; to find out from you where the bottlenecks are and why there is frustration, if there is frustration, in the minds of people. There has been a great deal of pessimism about these schemes and very little has been done in some cases, and everywhere we have been the bad boy of the party has always been said to be the Public Works Department?—[Mr. *Jackson*.] Definitely.

4417. Is that universally held to be so in the Northern Provinces?—Yes; absolutely.

4418. What are your troubles?—Shortage of staff, particularly shortage of engineers.

4419. How many do you want?—On the Colonial Development and Welfare's Roads

4411. We will go and see your accommodation this afternoon?—Very good, Sir.

4412. If you would care to write a little paper, it is our custom to ask persons in the position in which you are to date, a paper in which, on consideration, you can point out what you want, in which you can say how short you are, and what the prospects are. It may help you with regard to recruitment of staff?—Yes.

Mr. *H. D. Hughes*.

4413. I did have an opportunity at Ibadan of seeing a short report by the geological people on the natural resources. Is that available?—That is a report which I wrote.

4414. Yes?—The Secretariat circulated that, and you would be able to get it probably, from the Nigerian Secretariat.

Chairman.

4415. We cannot have our volume too big, but if you could put some paragraphs in your note bringing that up to date, it would be very very helpful to the Sub-Committee?—If you wanted copies of that, you would be able to get them from the Nigerian Government.*

Chairman.] Thank you very much.

Schemes we want ten; we have not any at all. We want two mechanical engineers; we have one. We want sixteen inspectors; we have five. I will deal with the question of rural water supplies later. Regarding buildings, we want four architects and we have one; one is just arriving next week. We want 24 inspectors; we have eleven. That will give you a picture of the staff position. Another bottle-neck is that when we get these people we have not the houses for all of them. Yet another one is that we have not, at the moment, proper clerical staff in the Public Works Department.

4420. You mean typists and clerks?—Yes, and accountants and people like that. I did not mention urban water supplies; we want four executive engineers and we have none. Seven mechanical engineers are required and one is already here. We want one more inspector of works.

* See Annex B.

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4421. Now can you tell me: does it apply in your case that, although the figures you have given us are what you have got, and so on, in your establishment, owing to some being on leave and so on, your effective strength is much lower than that?—I have given you my effective strength, not taking into account people on leave.

4422. I see. Have you any suggestions to make to improve matters?—To get more engineers, the only thing is to give them more money, but if you do that you are going to cause a lot of complaints from people who are here already.

4423. But you have just had a Commission on scales of pay out here?—We have, but even that does not entice them.

4424. Therefore there must be something more than that?—Yes.

4425. It is your fixed view that shortage of staff is preventing you going forward with these development schemes, is it?—Yes, and materials which are in very short supply.

4426. You said earlier on that you would defer your remarks about rural water supplies?—The position there is that we want seven drillers; we have three. We want twenty-five inspectors; we have seven. We want drilling engineers; and we have none. We want six executive engineers, and we have none. We want one drilling apprentice and we have got one; and we are short of one pump erector. That is the rather gloomy picture in regard to the rural water supplies.

4427. We are told in regard to the water supplies which require deep boring, that it has been put out to contract?—It is proposed to do so. I think the Crown Agents have been asked to obtain tenders recently. I think my Headquarters wired from Lagos in March, asking the Crown Agents to obtain tenders for this deep drilling.

4428. But who does the specification; is that your responsibility?—(Mr. Ferguson.) No, Sir. There was a man from Legrand Sutcliffe & Jell who came round regarding general contracts for drilling and a specification was made out here and sent to Lagos, and the Crown Agents were asked to put it up to contract. That was deep drilling in the Bornu area, going down to 3,500 feet. We still expect to drill ourselves as well as the contract drillers, and we are doing so now. We have no contract drillers out here.

4429. The Sub-Committee has been told by Dr. Raeburn about this, and we want to get it clear. Who has the responsibility for the specification, you or Dr. Raeburn?—Neither of us. We have a special drilling adviser who puts it up to Lagos, and they indent on the Crown Agents.

4430. What do you call a drilling officer?—He is called a special drilling engineer.

4431. Whom does he belong to?—To the Public Works Department.

4432. Then it is your responsibility; on you must rest the responsibility for the specification?—(Mr. Jackson.) On his advice.

4433. On somebody's advice, no doubt?—He has submitted reports to the Director of Public Works, because we have only been regionalised since the first of this month. Therefore, everything has until now gone down through Lagos.

4434. This Sub-Committee feel that it is high time that you got a move on over a lot of these schemes, and cut away a lot of red tape. I know that if you have a fusion, one Department with another, the chances are that there will be still further delay. I want you to tell the Sub-Committee that you are quite satisfied that the specification on which the contract is drawn up will not be thrown back on to anybody to say—I can give you that assurance, because the Director of Public Works has already taken action on it, because he has wired and also written to ask the Crown Agents for tenders.

4435. Have you put a date in by which they must put in their tenders?—I cannot tell you that.

4436. But surely it is no use unless they do it quickly?—No. That is left entirely to the Director of Public Works.

4437. You do not know what he has done?—No, I do not know what he has done.

4438. So you cannot tell the Committee what are the terms of the Specification or the date by which it has got to be put in?—No.

4439. Who can?—The Director of Public Works.

4440. When we get home, who shall we go to—the Crown Agents?—Yes, it is their responsibility.

4441. It is easier to get the water sometimes, if there is not quite so much red tape?—I agree.

4442. Can you tell us something about local materials. We have been told by Dr. Raeburn that there is any amount of clay to be turned into tiles?—He said "any amount of clay," but that clay is in certain specified places, and it is usually too far away from the big places where the building is going on, except for the Bornu Province, where we are making bricks as hard as we can go, and tiles.

4443. Then has anything been put forward about machinery for making proper clay water pipes?—Not as far as I know.

4444. Is not it necessary to order the machines now?—The main thing about making water pipes is having plenty of wood to burn the clay. Wood is a thing

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which is in very short supply indeed, and it just happens that in many cases where we have the clay we have not the wood. That occurs in Bornu and it puts the price up tremendously.

4445. You know how long it takes to get the machines?—Yes.

4446. I was only asking you whether there had been any attempt made to estimate the number of machines that you would want for water pipes which will be required for rural and urban water supplies?—What sort of pipes?

4447. It is for you to say. It is no use sitting back waiting for iron pipes from England, because they are very short.—We cannot use pipes made with clay.

4448. Cannot you use asbestos pipes out here?—No. It is impossible from the point of view of expense to use asbestos pipes for small rural water supplies. (Mr. Ferguson.) I think you have the wrong idea about water supply. That is what we give them for rural water supply (*handing a photograph to the Chairman*) and that is how they get their water before we start. There are no pipes at all. It is not cement that we are short of so much; it is plant and equipment.

4449. Such as?—Head-frames. One cannot sink a 200 foot well with local materials. We can make some of them, but not very efficiently, and that is a thing we are held up for now. Staff is beginning to come in, but equipment is not; until we get the equipment we will not be able to get a move on. We have done about 400 wells since this scheme started, in the last three years; we are working with equipment which was bought in about 1932, and that equipment is wearing out very rapidly and we are not getting the replacements. We have indented for them, and I think possibly that is where the Sub-Committee can help us quite a lot, if you could insist that we get a very high priority in regard to well sinking equipment.

4450. As well as well-operating equipment?—We do not want well-operating equipment. We need some pumps for the drilling, but not for well sinking. These wells are right out in the Bush, miles away from anywhere, and if we install pumps they are going to be broken in a month. So we have sunk these wells and made well-tops and then the local natives use their own ropes and draw the water in that way. That works; we have tried that and it has been going on since 1929, financed by the various Native Administrations. We are still using the equipment that the Native Administrations bought in the first place, and we have had practically no well-sinking equipment since.

4451. That is really one of the things which you want most?—Yes, it is most important.

4452. What about semi-rotary hand pumps?—We do not use those because most of the wells are much too deep. Some of the old wells have gone down as far as 390 feet. We cannot use bush equipment to sink shafts of that depth. We do not intend to sink any more shafts to that depth; indeed, we want to consider 150 feet as the deepest we will go to with wells, because it takes too long for them to get the water out.

4453. Is there anything else you want?—Yes, Sir. We have had trouble with a certain borehole which requires fishing tools. We have had temporarily to abandon that bore hole until we can get the fishing tools from England, and we need dollars for those fishing tools. They have been on indent for a long time. Some of our indents sent in 1945 are not completed yet. Therefore this particular borehole we just have to abandon, whether we like it or not, temporarily, simply because we have not got the tools to carry on. We have nine drills in the country but we have only tools to operate six of them. We have the main rig but we have not the tools. We are now getting drillers out here and we are double shifting them, but it is not a very good thing to have two European drillers who do not know each other drilling on the same shift miles away from where they have direct supervision, because they are inclined to blame each other if anything goes wrong. These men are three days by car from here, and in order to get an extra part for these special tools we have all that time lag.

4454. You cannot provide them with a radio telephone, I suppose?—I wish we could. I think it would be a good thing if we could.

4455. If you had radio telephones, would not that help you?—Yes, Sir, it would, but I have never put that forward because I did not think there was the slightest hope of getting it. I certainly would like a radio telephone.

4456. If you do not ask for things, you will never get them. You must say what you want. This is your opportunity.—Well, Sir, I am doing that. I think I have given you the general outline of what I require. (Mr. Jackson.) May I add to the list drawing materials. Do you know that we are in a position at the moment, when we cannot make necessary plans for the buildings because we have not got a bit of tracing or printing paper, yet one can go to the Sudan Mission in Jos and buy that same material. Why cannot the Crown Agents get it just as well?

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4457. When did you order the material?
 —Orders go out regularly. When it does come there is only one roll.

4458. Are you training Africans as apprentices?—Yes.

4459. Do you get any help from the Education Department in getting paper for them?—No. They have not been able to help us.

4460. If you want tracing paper, I advise you to indent through them.—(Mr. Ferguson.) There is one other thing, and that is pumps for boreholes. We have one pump complete with engine in Northern Nigeria at the moment which I can only use for testing and take it away. In other words, we finish a borehole but we cannot get the water out because we have not the pumps.

4461. That is very funny, is it not? You have spent thousands on a borehole and you want a few items costing a few pounds and you cannot get them?—Yes, and we want tanks to put the water in; but, of course, they come after the pumps.

4462. What sort of pump do you want?
 —Standardised Diesel-driven pumps, generally speaking.

4463. One of the pulsometer type?—No—Edeco type.

4464. What sort of engine has that got?
 —A Diesel engine.

4465. You want it standardised in regard to spare parts?—We have asked that it should be standardised.

4466. Which standard?—For a Ruston and Hornsby engine. Of Edeco pumps we have a few installations, and we have asked that we should standardise on Edeco pumps.

4467. There is a firm called Listers which makes these engines, and I know that you can get them. They are one of the few types you can get quickly.—We are using Lister engines, but they are a smaller engine altogether. Petrol engines are not such a good thing when compared with Diesel engines.

Chairman.] Anyway, that is on the record.

Sir Peter Macdonald.

4468. As regards water supply, we have been told there is a shortage of piping, too. You did not mention that?—(Mr. Jackson.) We do not use pipes for the rural supplies; we put down wells and the people get the water from the wells; but in the case of the urban supplies we have considerable delay in getting pipes. They take a long time to be delivered and quite a lot of works will be held up because of the lack of pipes.

4469. With regard to the big development in drilling to 3,000 feet, a contractor would bring out his own equipment, I imagine?—Entirely.

4470. Do you yourselves go down to 1,000 feet?—(Mr. Ferguson.) 1,200 feet in one place at Maiduguri, but the present drills we are using are only capable of going down to 600 feet. The drill which did the 1,200 feet boring was only designed to go down to 600 feet.

Mr. Yates.

4471. In the 1946 report I notice it says you prepared 200 drawings in the architect's office for some important buildings, secondary schools and so on. Are most of those now under construction?—(Mr. Jackson.) The secondary school at Zaria is one.

4472. But there are 200 drawings?—Are you referring to one particular building?

4473. No; I just noticed that you had prepared 200 drawings, so that you had a pretty big programme on hand?—Yes, indeed.

4474. And I was wondering whether they remained just drawings or whether many of them were under construction?—Oh, yes, quite a lot of them. When we prepare the tracing we have to take off several prints—one for the engineer, one for the inspector of works on the job, and some for record purposes in my office, and so on. Every tracing requires a certain number of prints, and as it is at the moment we simply have to say to the engineer responsible, "You will have to share a print with the inspector on the job", and the engineer's print remains on the job, and when it is finished the engineer is supposed to bring it up to date and put on what has been built and put it in his own office, but by the time the work has finished the print is in such a condition that it is ready to fall to pieces, and there is no record left.

4475. Are all these buildings being built of permanent or semi-permanent materials?—Nearly all the buildings undertaken by the P.W.D. are in permanent materials, mostly in cement block work.

4476. Are you building any of them in semi-permanent materials?—Yes, clerks' quarters are being built in semi-permanent materials. As a rule we build the smaller buildings in semi-permanent materials. It is not the policy of the P.W.D. to build anything in temporary materials—mud and thatch—though lately we have had to do it.

4477. It is not policy to build in temporary materials?—No. We are putting up houses for Europeans in one place with mud walls and thatched roof, but with cement floors. I am housed in an office

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with a thatched roof simply because we cannot get the permanent materials. That is a departure from the usual practice.

Mr. Edward Davies.

4478. The witness from the Public Works Department referred to the development of clay and the industries which would produce tiles, and went on to say that they were so far away that there would be difficulty. We have had it mentioned to us that it is possible to develop some similar industry to this at, say, Enugu. Your view would be that the transport facilities would be inadequate, not in special reference to that position but elsewhere—you mentioned Bornu for example?—Yes. Are you suggesting that we might have things made in clay in Enugu and bring them up to the Northern Provinces?

4479. My own impression was that it would not be all for local consumption but that it was to meet needs elsewhere in the country?—What would kill that straight away would be, first of all, the time taken by the Railway to get them up here, and, next, the cost of freight on the Railway. That would defeat the whole thing, and it would be cheaper for us to use cement.

4480. That is the main reason?—Yes.

4481. We have seen some voluntary co-operative work done by the native population on the roads in the Udi district. Do you think that is of any help in the provision of new roads? Have you any schemes of that sort planned in co-operation between your Department and the Native Authority in any district?—No, with one very small exception in Ilorin province, where the native did turn out and built his own road; but that was a case where there was no need for a preliminary survey. In all other cases we have to survey the line and mark it out before any roadwork can be done, and I imagine the Native Authority would take a very gloomy view if asked to put men to work on the road for nothing. They would not do it in the Northern Provinces; they are much more road conscious in the south. They are most anxious for roads in the north but they will not work for nothing.

4482. The principle is a good one?—Yes, provided it is run by a competent person.

4483. It could be the basis of some useful work in the future?—Yes.

Wing Commander Hulbert.

4484. Have you made use of rams in regard to water supply?—(Mr. Ferguson.) There are very few places where we can. To the best of my knowledge, there are no rams in the North. There may be one.

There are very few places where they would work in this part of the world, at least in places where they are badly short of water.

4485. But in those few places have efforts been made to secure rams?—In the places where we are working, like Kano and Sokoto and the north generally, there is no ram work being done.

Chairman.

4486. Mr. Ferguson, arising out of Wing Commander Hulbert's question, we were told in the Eastern and Western Provinces by the D.P.W. that they are using quite a lot of rams. Have not you any running streams in your Northern Provinces at all?—A lot of streams dry up in the dry season here. (Mr. Jackson.) That is the point. (Mr. Ferguson.) And there is very little gradient to them. A lot of the Eastern Provinces is on what amounts to a plateau, and the water comes bubbling down, but we have not got that here.

4487. You cannot get a head at all?—(Mr. Jackson.) If you get a head it will dry up in the dry season.

Wing Commander Hulbert.

4488. Reverting to the subject of tracing paper, you said you bought some in Jos?—I said I could have bought some.

4489. You have no funds for local purchases?—As a matter of fact, I did tell the engineer to buy some locally. We have funds for local purchases and we have a small vote for office equipment.

4490. When you buy your tracing paper in Jos, who gets the profit if you pay more for it than the Crown Agents?—The S.I. Mission, I take it.

4491. And the Mission has got it for use in schools?—Yes, I think so.

4492. Do you happen to know if tracing paper is available in the U.K. to commercial concerns?—I do not know.

4493. On the point of another honourable Member in regard to semi-permanent buildings, do you put schools up in semi-permanent materials at all?—Yes, if we can we avoid putting up any buildings in semi-permanent materials, but at the moment we are faced with doing that.

4494. You can construct semi-permanent buildings without so many technical staff being required as for permanent buildings?—Really it needs about the same staff.

4495. What do you call a semi-permanent building?—It would be one with a concrete floor and a thatched roof. It might even have a mixture of concrete cement block work for the walls; but if it has a roof of permanent materials and cement block

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walls and concrete floor then it can be regarded as permanent.

4496. What about wooden houses or wooden schools—is that a possibility?—Termites are the answer there; they would be eaten in no time by them.

Mr. H. D. Hughes.

4497. We have seen some wooden buildings in Nigeria which we are told have a life of 40 years. Is that not so in the Northern Provinces?—No, I should say it is very much less than 40 years. We have not gone in for timber buildings except during the war, and I might say that those I have inspected after a space of five or six years are riddled with termites. It is not an economic proposition.

4498. What is the life of your other type of concrete block semi-permanent buildings?—It depends on the type of roof. If it is an ordinary grass roof it will want re-thatching every four years or so. If it is what you call a special Dutch thatch it may last 15 years, but that is a much more expensive type of thatched roof.

4499. What is the longest life you can expect of a semi-permanent type of building and roofing?—With a thatched roof?

4500. Any type of roof which you would describe as semi-permanent?—The average is 24 years.

4501. But it is not the policy of Public Works Department to put up buildings which will last for only 30 years?—Generally speaking it was not the policy in the past, but we are now having to do it more because we cannot get the permanent materials.

4502. How many scholarships have been awarded for engineers or engineering students from the Northern Provinces to study in England?—As far as I know, not one.

4503. So that the policy of Africanisation of the senior staff of the Public Works Department is a very remote prospect?—Yes, very remote. As far as I know, there are not any people suitable to take that course at the moment.

4504. How many people are you training for junior technical jobs in the P.W.D.?—We have a staff of Native Administration junior technical people amounting to twenty. It has taken us ten years to produce that twenty. They are purely Native Administration. We have fifty Government-paid junior technical staff who have been posted from the Southern Provinces to make up our own shortage of Hausa or Northern Provinces junior technical staff.

Chairman.

4505. We are greatly obliged to you, gentlemen. Now, Mr. Phillips, you are concerned with Education. Are there any points to which you wish to draw the attention of the Sub-Committee as particularly urgent?—(Mr. Phillips.) I should like to say, if I may, that we do not get everything we ask for, and I do not think that we receive preferential treatment.

4506. If you study the estimates you will see that as far as money goes you far exceed any other department?—We cannot spend it; we have not got the staff. There is not a bad bottleneck in Public Works, even if we had the buildings we could not start all the institutions. The only building held up is the new secondary school at Zaria. But we are carrying on in buildings at the Junction which are entirely unsuitable. At the moment we want another 20 Education Officers, and in the next five years another 70.

4507. Is that European?—Yes. At the moment we have four provinces out of twelve without an Education Officer, and there will shortly be another two without one.

4508. Have you any suggestions as to how to get them?—The Director has been trying through the Director of Recruitment and through the Educational Adviser to the Colonial Office. What we particularly want, apart from provincial Education Officers, who are in an administrative capacity very largely, are schoolmasters, especially primary schoolmasters, who will raise the standards in our primary schools. We want to expand those schools in order to have a bigger field available both for other departments and for our own training institutions. We have a plan for a large number of new training institutions, but at the moment we have not enough boys with sufficient educational qualifications to put into them.

4509. Have you served in other regions of Nigeria besides this northern one?—No, I was in Sierra Leone for a year three years ago.

4510. I was going to ask you whether the Hausa population compared well with that of other parts. Are they naturally more intelligent and brighter, or are they slower?—It is a rather difficult question to answer. They have an innate quickness. What we have suffered from is getting away to a very late start, because in the Muslim areas in the early years there was a prejudice against Western education and the education which was undertaken by voluntary agencies, working mainly in the non-Muslim areas; they received little or no assistance from Government in the past, but we are now treating them more generously. In the past

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we have been mainly confined to native authority schools. There is now a demand for education which at the moment we cannot meet.

4511. The Emirs are very keen to get more education for their people?—Yes, and it goes down below that. In Sokoto province for example, several village heads were not satisfied with one school; they wanted another.

4512. There is a great demand. Are you responsible for inspecting mission schools?—Yes.

4513. What standard are they?—They are rather low in the north and do not begin to compare with the south. They have been working in the very backward non-Muslim areas in Southern Zaria, the Plateau and so on, and they do not get normally beyond the junior primary stage. One of the two secondary schools in the north is Kaduna College and the other is a Girls' secondary school run by the Roman Catholic mission here in Kaduna.

4514. Is that a good one?—Yes, very good; but the general standard, compared with the south, where 95 per cent. of the education has been in the hands of voluntary agencies, and you get very large schools of good calibre, is not good. They are run by missions with Government assistance.

4515. You would say the people here now are very anxious for education and you are unable, through lack of staff, to meet their requirements?—Yes.

4516. What do you do about vocational training here?—The only vocational training is in the new trade school at Kaduna.

4517. Which we are going to see?—It has been opened with development funds.

4518. Is that the only one in the northern region?—Yes.

4519. Do you propose to have more?—I think they are contemplating another one later on, but not in the immediate future.

4520. You do not think it is important?—Yes.

4521. Do you not attach great importance to vocational training?—Yes, Sir; that comes under the Deputy Director of Technical Education in Lagos. It is almost a separate department, in effect.

4522. I wanted to get this on the record: that with more development schemes, the greater use of economics, more mechanical power, pumps and tractors and all that sort of thing, you must do something to give the native people an opportunity of being qualified to handle these things, because the cost to the British taxpayer of the plant we are putting into the country is very high. If the plant is

mishandled, the waste is very great. You follow my point?—Yes.

4523. Do you think you can do something more, for instance, with broadcasting, if you had the opportunity?—I do not quite see your point.

4524. Do you think that with a system of broadcasting you could do more to increase vocational training and instruction in schools?—We could use it as a means of education but I do not see how it would come in from the point of view of vocational training.

4525. You do not see how it would come in in the teaching of mechanics?—No. One trouble about the technical side is that boys of senior primary and secondary standard are in such short supply and the demand is so great from the Native Administration departments and the Government Departments that most of them would prefer to go into an office rather than work as mechanics, and we are trying to change that attitude.

4526. I hope you succeed; but what system have you got, if a boy shows intelligence and wants to learn mechanics, to help that boy become efficient, say, as a tractor driver?—I do not know which Department would deal with that. There are the departmental technical schools, for instance, for a boy who wants to deal with telegraphy; and the P.W.D. run their own technical schools.

4527. Apprentices?—Yes.

4528. The railway have an apprentice service?—(Mr. Jackson.) We also have a new training school but it is really to fill our own vacancies rather than those outside the Department.

4529. What it comes down to is this: that you would make a recommendation that any scheme of development must have its own apprentice set-up, and you would give it full backing?—(Mr. Phillips.) Yes.

4530. You would leave it to them to do?—To the Departments?

4531. No, to the Development Corporation when formed, and you would not hamper it but help it?—I do not think we should hamper it, Sir.

4532. But you would like it to be a condition that, as you develop an area and hand it over to a Development Corporation or something of that sort, they should spend money in helping the technical education of such Africans as show competence to learn. Would you agree to that?—Yes.

Mr. H. D. Hughes.

4533. What qualifications do you require of an Education Officer?—In the ordinary post of substantive Education Officer, a

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good honours degree at a good university; normally, either teaching experience or teachers' diploma; and the officers coming out now are mostly doing a one-year course at home.

4534. Do you require administrative experience?—That would help but it is not essential.

4535. So that in fact anybody from a good secondary school in England would be eligible?—From the staff of a good secondary school, yes.

4536. That is what I mean. Has an approach ever been made by the Nigerian Government to the Ministry of Education in England to ask if it could arrange to second people for certain periods?—That has been done in the case of women; almost all our women officers are seconded in that way and their pension rights are safeguarded for five years.

4537. How many women do you get under that scheme?—In the North at present we only have 13.

4538. Is that as Education Officers or as teachers?—Most of them are teachers. Only two or three are doing work in an administrative capacity. Female education is extremely backward here because of Muslim prejudice.

4539. There is no similar scheme for seconding men?—There is a scheme available. Whether the Director has applied for staff under that scheme I could not say. We simply indent through the Director.

4540. The position really is that you in the region do not consider that you have much responsibility for technical education?—No. Their finances now come under us but the policy is dictated by Government on the advice of the Deputy Director of Technical Education in Lagos. It is an entirely new sub-department and has only been going since funds have been made available under the Colonial Welfare Act.

4541. Who is responsible for administering the technical education policy in the Northern Provinces?—The Principal of the Trade School, Kaduna.

4542. Because there is no other technical education in the Northern Provinces?—Yes—not under this Department.

4543. Is your Department responsible for mass education in the Northern Provinces?—There is one Mass Education Officer in the whole of Nigeria at present and we are going to have Regional Mass Education Officers. There are several schemes in the Northern Provinces and as Chief Inspector I am partly responsible for the finance and organisation, and he works with me.

Mr. Edward Davies.

4544. We saw the experiment in mass education the other day. What is your view about its use as a means of education?—Well, Sir, it is not quite clear what is behind the meaning of that question, but at present, as the Mass Education Officer will tell you, we have only started in a small experimental way in certain areas where we thought the response would be good, but obviously the whole country will have to have it.

4545. Are the teachers paid?—Yes, in a small way.

4546. Did it not start up in a sort of voluntary way?—The African is not very keen on giving voluntary service of that kind.

4547. What is your potential school population in the Northern Region?—Potentially two million.

4548. How many are you providing for?—70,000; 3.5 per cent.

4549. What is your view about where the stress should be between education and development? Some people take the view that there should be that secondary development with a view to providing technicians and people who can service the departments in the course of time?—I think that is generally accepted as correct, because from your secondary schools you can send people home to universities, you can supply higher technical staff and you can staff your schools, but the bottleneck with us is the senior primary—we have not enough of those. That at the moment is our biggest need—to expand those particular schools. From those we could fill our secondary schools and training institutions.

4550. But you would agree that it is most essential that there should be some extension and development of primary education in a broad way *pari passu* with the stress of secondary education at the higher level?—We cannot expand secondary education until we have expanded primary education on a proper basis.

4551. Where will you get your people from? They are coming up from the primary into the secondary schools?—There is a shortage of African teachers and staff.

Mr. Yates.

4552. You said you have the money but you cannot spend it. What happens with your estimates when you are not able to carry your schemes through? If you have not spent that money are you able to carry it over?—Yes.

4553. That is quite clear in this area?—Yes.

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4554. Have you been inspecting the schools for many years?—24 years.

4555. Then you have a very wide experience. Could you tell me whether you think from your experience that the standard of education is declining? As education has developed, has the general standard declined?—It has declined in the last three or four years, owing to the effects of war and the shortage of staff. Over a much longer period it has gone up. Nearly all our schools are now thinking of diluting to a much greater degree than before with untrained teachers.

4556. Do you find in the mission schools that there is difficulty because of teachers constantly moving about from one school to another?—Yes, especially in the north, where they are often staffed with southern teachers who do not like being here, away from their homes, and especially in the middle belt, where there is a continual interchange. That does affect the standard of teaching in the schools.

4557. What happens in those cases? If the teachers leave do you withdraw the grants until they are up to their full quota?—If the standard of efficiency of the school is falling, a warning is given, and if no improvement is shown then the grant can be withdrawn. It is quite true, as you suggest, that the teachers move about and there is no continuity of staff. That does not apply to the Native Authority schools, however.

4558. What proportion of the primary school children who could benefit by secondary school education are denied it? I have heard of one secondary school in another area where 1,300 pupils were sitting for 24 places?—Yes.

4559. Do you have similar experiences here?—No. There is one Boys' secondary school—Kaduna College. Had we had another secondary school, there would have been enough candidates of the right calibre to fill double classes. That is as regards boys; I cannot tell you the position as regards girls.

4560. Would you consider that, bearing in mind the limitation of resources, it would be wise to expand mass education at the expense of primary and secondary education?—No, Sir.

Chairman.

4561. We are greatly obliged to you for your help, Mr. Phillips. Dr. McLetchie, you are here because you control the whole of the sleeping sickness throughout Nigeria?—(Dr. McLetchie.) Yes, Sir, and I control also the mobile units for endemic and epidemic diseases. This is a new service similar to the Sleeping Sickness Service.

4562. And you are in charge of all those specialists?—Yes.

4563. Any figures which are quoted by doctors will not include your figures, will they? You are a separate estimate?—Yes, and mobile field units are included in the Development Estimate.

4564. But where do the sleeping sickness ones come?—This year they are in the Northern Provinces Regional Estimates, but next year I believe they are to be in the Nigerian Estimates.

4565. Just taking the broad sweep of the thing, what do you find as regards the endemic diseases? Will you put them in order of worry to you?—I deal mainly with sleeping sickness, but Dr. Gilles might say that malaria is the principal one. I think that undoubtedly malaria is the most important.

4566. Now I want to ask you something: supposing we can induce Mr. Ferguson and Mr. Jackson to increase the number of water-tanks and so on. You would then come round and say that they must not have them because they produce malaria, would you not?—(Dr. Gilles.) No, Sir, because the tanks could be protected.

4567. By putting fishes in them?—By various means.

4568. And still making the water quite decent to drink?—Yes.

4569. You do chlorinate all the water here, do you not?—The main supplies are in urban areas, not ordinary well water.

4570. But the people themselves are fairly hardened, are they not?—They are.

4571. And if you start giving them this purified water they will all die of poison. They have become resistant, very largely?—They have.

4572. What are your main diseases?—Cerebro-spinal meningitis and small-pox are the biggest killing diseases.

4573. What are the causes?—Cerebro-spinal meningitis is due to an organism. Small-pox is a virus disease.

4574. Are you working on it?—We have got a vaccination campaign to control small-pox. Locally-trained staff assisted by Epidemic Unit Staff under European supervision are combating cerebro-spinal meningitis. Last year we had a severe epidemic of typhus fever and this year we have relapsing fever, possibly coming from North Africa; but the biggest killing diseases are cerebro-spinal meningitis and small-pox.

4575. Have you any people to carry out vaccination?—Yes. Many.

4576. How many officers are you short?—For the north we want about 12 more sanitary superintendents.

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4577. Are the Hausas people who take to education, going home to be doctors?—There is only one on record.

4578. So as regards Africans taking up medical practice you are not likely to find them from the Northern Provinces?—No, Sir.

4579. Did you give that up?—No, I did not give it up, but they have not the necessary educational qualifications at present.

4580. In regard to the Moslem population, is the majority here Moslem or Pagan?—Moslem, I would say.

4581. What about the Mecca pilgrimage: do you find under modern conditions that they go much to the pilgrimage or not?—About 20 to 30, that I know of, go annually.

4582. It is quite a small number?—Yes.

4583. So you do not think the conveyance of disease by the pilgrimage movement is a matter which you need to pay any account to?—No, because before they go they get a health permit, and they are vaccinated and they are free of infectious diseases, that is before they leave the country. They may contract some disease in French West Africa, perhaps, but they are protected against the major infectious diseases.

4584. You are short of these medical officers, and therefore you must rely either on Europeans or on Southern Nigerians?—Yes.

4585. Is there any prejudice against being treated by Southern Nigerians?—Very much so.

4586. So we can discount that?—Yes. That is why we are going to start these training schools up in the north.

4587. Therefore your need for Europeans is much greater than in the other Provinces?—Yes.

4588. That is a point you think we can stress?—Definitely.

4589. Do you think the other Provinces would agree with that?—I think so. With an open mind they will agree.

4590. You have the use of these specialised expeditionary vans. Can you whistle one up when you want it?—No.

4591. What happens?—Sometimes, if they have them they give them. They are all short of staff.—(Dr. McLetchie.) The sleeping sickness service has been our chief service for many years. The new mobile unit only started a few years ago. We have very few medical officers and one superintendent only.

4592. How many units have you got?—We are starting to recruit the sixth and seventh this month.

4593. You have got five, have you?—We have got five.

4594. And have you the equipment for five?—We have the equipment, the school and hostel, and everything except the European staff. The organisation is young, and the African staff and equipment are not yet sufficient for all emergencies.

4595. You cannot do anything without European staff?—With the epidemics of malaria and relapsing fever we have posted as many Africans as possible to the European Officers of Local Health Service.

4596. You cannot get any help from the Medical Missions out here, can you?—They deal with these diseases in the vicinity of the hospitals and the dispensaries, but they cannot be whistled up to go to a Province several hundred miles away.

4597. But if you had an outbreak and you were short of European doctors, could you not go to a Mission and say: "We have only one doctor. Come along".—Usually we supply them with any necessary drugs for sleeping sickness, or relapsing fever, and they continue to run their hospital and increase their facilities to deal with a local epidemic.

4598. I understood that these mobile units had been mobilised for checking outbreaks suddenly?—Yes.

4598a. That was the original idea?—They are supposed to deal with serious epidemics with which the local staff cannot cope, and in between epidemics, which are usually in the dry season in the North, they have to deal with endemic diseases, such as malaria, yaws, or sleeping sickness.

4599. What is the most prevalent period for disease?—The dry season, for most epidemics.

4600. Once you get the rains your trouble is eased down, is it?—(Dr. Gilles.) We usually expect that with cerebro-spinal meningitis and small-pox, but not in the case of relapsing fever.

4601. You do not think you are making much progress in combating it?—Well, we are doing our utmost, but I am not satisfied with the results obtained so far. We have asked for more staff, and you see some of these cases are not reported. (Dr. McLetchie.) The difficulty with regard to relapsing fever is largely shortage of European staff.

4602. When you are in a fix over relapsing fever, do you go to the Emir and tell him to call up all his head people?—(Dr. Gilles.) That is being done. They bear part of the expense and their staff are supervised by European staff from the epidemic and sleeping sickness service. They are doing it very well indeed.

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4603. If you could have these field units, and so on, that all helps?—Yes, but then, again, we are short of equipment and materials.

4604. Perhaps you could let the Sub-Committee have a paper on what your requirements are. We can help you by drawing attention to what you want both as regards staff and as regards materials, because your paper will be presented to Parliament and it may help you to get the people you want. We will print your paper as an Annex to the Evidence*?—Yes.

Sir Peter Macdonald.

4605. How prevalent is sleeping sickness in the Northern Provinces?—(Dr. McLetchie.) We are treating round about 15,000 people a year. The maximum number we have treated in one year, 12 years ago, was about 90,000, and we have brought it down to about 15,000. It has been round about that figure for some time.

4606. There are sleeping sickness areas, are there?—The whole of the central part of Northern Nigeria is the main area.

4607. And do you take steps to clear the area?—We deal with the disease first of all by mass treatment, and bring the figures down. Then in the worst areas we put in control officers to clear rivers and streams.

4608. What methods do you use?—So far, we have used only clearance of vegetation along the rivers.

4609. That is all, is it?—Yes, no other method has so far been experimented with. D.D.T. and other methods have been used in East and South Africa, but they have not been proved to be efficient and cheap and practicable yet.

4610. Do you try to bring down the animal population?—The animal population does not enter much into the problem of West Africa. It is purely man-to-man transmission.

Mr. Yates.

4611. I suppose the sanitary inspectors are the main link that you have for detecting these various diseases?—(Dr. Gilles.) Well, the organisation is that a District Head must report immediately in the case of an infection disease or fever.

4612. But in your Report for 1946 I notice that quite half the cases of typhus were not reported?—Oh, yes, there are a large number of cases which are concealed.

4613. And that therefore a tremendous amount rests with your sanitary inspectors?—It does.

4614. Who reports the first cases?—The first couple of cases are usually reported by a District Head or he sends the people to hospital. Then the Medical Officer there reports the case and the Health Officer straight away goes into the house and then you come to know that there are several cases round about. Then they do a regular house to house search and they pick up a lot of cases which are concealed.

Mr. Edward Davies.

4615. Are you satisfied that the salaries and conditions are attractive enough to bring men out here?—No, Sir.

4616. You think that if there were better wages and conditions you might get more men?—Yes.

4617. It is not a question of them objecting to the climate?—No.

4618. They are in a position of disadvantage as compared with staying at home?—Definitely.

4619. Are you satisfied with the way in which a man can graduate in the medical service here? For example, is it not much to the advantage of a man in a clinic to leave that department and get on to the administrative side, in terms of money?—You mean a Medical Officer?

4620. Yes?—Definitely.

4621. Is that a good or a bad thing?—A bad thing.

4622. He is lost to the medical side, is he not?—Yes.

Wing Commander Hulbert.

4623. On your last words, almost, you did not mean that a man in administrative medicine is paid better than the man in clinical medicine?—Oh, no, I meant in the administrative services.

4624. Do the commercial concerns in the Northern Provinces have their own medical officers?—No, they rely on us.

4625. Do they make any contribution to Government finance?—In the case of the minefields on the Plateau they pay a capitation fee.

4626. Regarding your notifiable diseases, that is by ordinance?—Yes.

4627. What is done to get that known to the people, to report diseases?—It is proclaimed by the Administrative Service and we also give talks by radio diffusion. In Kano and Zaria there is radio diffusion service and whenever we hear of a case of small-pox or relapsing fever the people are advised to get themselves vaccinated and de-loused.

* See Annex D.

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4628. Would you say that the figures you get of notifiable disease are reliable?—I should say about 40 or 50 per cent. of the real incidence of the disease.

4629. What about medical education and preventive medicine: are you responsible for that?—Yes, we have a school in Kano, where we train sanitary inspectors from all the northern Provinces. The school hostel has just been completed under Colonial Welfare and Development funds. We have twenty-two students there this year. We have a pharmacy school in Zaria for training northerners as dispensers, but unfortunately we have no European in charge, so that it is in the hands of a southerner. It is visited periodically by a man from Lagos, but that is not of much use.

4630. Their shortage of staff is due to the shortage of medical staff all over the world.—Yes, but we should not undertake to deal with things without the staff because they are not getting the thorough education they should have. I am not satisfied about the school at Zaria being in charge of a first class dispenser. It is not satisfactory.

4631. Are you responsible for the dentists too?—No.

4632. Are there any dentists in the Northern Provinces?—Yes, there is a senior dentist in Kaduna, a dentist in Jos, and another in Kano.

4633. They are very rare, are they.—Very rare.

4634. You are also concerned with having oversight of housing construction.—From the health point of view, yes.

4635. Do you object to the use of plaster board here?—Well, we have had a serious outbreak of plague many many years ago and boarded houses harbour rats, and as the towns abound with rats, we do not want to take a risk. However, there are certain specifications for rat-proofing houses which could be applied, and then there will be no objection to the use of plaster boards.

4636. Can you tell the Sub-Committee anything about the social habits of Moslems as affecting medical questions?—The women rarely come into the ante-natal or post-natal clinics. They do not like a hospital ward where visitors pass through, and they do not like men doctors.

4637. It is the opposite way round in England!—Yes.

Mr. H. D. Hughes.

4638. What, broadly speaking, is the portion of your Department's time which is spent on prevention and hygiene as against the time spent on actual curative work?—Very little. Our staff for the

twelve Provinces in the north with a population of about 12 million people was 3 Medical Officers of Health, and it is now two. (Dr. McLetchie.) The whole of the two mobile services can be regarded largely as a preventive service. We treat cases with a view to sterilising them and preventing them from carrying on the infection.

4639. Which, in your view, requires expansion most?—Hygiene and prevention, definitely.

4640. What proportion of the villages in the Northern Provinces have got some kind of dispensary or medical post?—There are a fair number, but the man in charge of those is just a trained attendant, and he deals with simple troubles, treating ulcers, giving purgatives and so on. He may treat sleeping sickness cases and also does vaccinations.

4641. But that is a good deal better than nothing?—Yes.

4642. And if your resources are limited, do you think they should concentrate on hospitals and that kind of thing, which can only be done in the bigger sense, or on this low-grade medical service?—(Dr. Gilles.) No, I would prefer a rural health centre with a medical service, and later on build a hospital.

4643. Are these rural health centres provided for?—Yes, twelve in the Northern Provinces; one for each Province, generally.

4644. What is the extent of hospital provision provided for in the Development Plan?—I will have to refer to it.

4645. The point I am trying to make is this; would you consider it a fair criticism of the Development Plan that it is concentrating too much on hospitals and big buildings, and that kind of thing, rather than, we will say, on rural health centres, hygiene and that sort of thing?—They have got to go hand in hand. The whole question is the shortage of staff. We are starting training schools, but unfortunately we have not been able to get far ahead.

Mr. Parkin.

4646. Do any of your troubles arise from dietary deficiencies?—Yes, very greatly, Sir.

4647. Is that situation improving or deteriorating?—I think it is stationary, more or less.

4648. What is the source of the trouble?—In the middle school in Kano they take in new boys. Shortly after their admission to the school we organised a medical examination and did that for a period of years, and we found that many were suffering from slight defective vision which was due to lack of proper diet. The diets were

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augmented and in about nine months after admission the vision improved.

4649. Have you sufficient information on that subject to make it worth while passing that information on to other Departments? Do you work in with the Department of Agriculture?—Yes.

4650. Regarding the propaganda for growing the right kind of food, is it lack of food or bad balance of food?—Bad balance of food, too much bulk.

4651. And do you see any danger from the incentive to grow cash crops now?—My own personal opinion is: yes.

4652. Are you able to put in a protest, or are you able to get satisfactory propaganda against that?—We have not done it.

4653. It is very difficult to get figures or data to prove your case. It is just a general impression at the moment, is it?—It is quite enough. If you go down into the town you will find that a man milks his goat, sours the milk and has it for his food. When there is a demand for butter to be exported, he does not drink his milk. What are you going to do about it?

Chairman.

4654. Perhaps you would use this opportunity to put your information into a paper for the use of the Sub-Committee. I am now going to ask Mr. Todd if he would be good enough to answer some questions. Mr. Todd, you are Head of the Post and Telegraph Engineering Branch?—Yes, Sir.

4655. Are you responsible for all communications throughout Northern Regions?—All the Northern Provinces. Our divisions do not coincide exactly with the Administrative Provinces.

4656. Why is that?—It has been arranged more for departmental convenience.

4657. And do you find that it leads to more simple working if you do not coincide with the Administrative Provinces?—Yes. There is no disadvantage. I would like to point out that ours is not a regionalised Department. We are centralised at Lagos and my position here is mostly as an executive officer in charge of the Northern Provinces carrying out the policy fixed from Lagos.

4658. This is the largest of all the regions, is it?—Territorially yes. With regard to plant, no; the Western Provinces is the largest area.

4659. It is the largest area geographically and it is very scattered?—Oh, yes, by far.

4660. It is quite impossible to get communications of any urgent matter between

two points by telephone. You can by telegraph?—Yes.

4661. And we have been told that your Department is not carrying out the extension to communications because you cannot get steel telegraph posts?—Yes, that is the main bottle-neck.

4662. In France and in the Belgian Congo, where the conditions are much the same as they are here, they are using wooden posts on a concrete base: why cannot you do that?—We have used wooden poles in townships for local telephones and for radio diffusion, but we have never yet started that on main routes. When the supply of poles was fairly adequate, during the war, we had sufficient poles and we had no need for main routes along the roads, and we used nearly all the supply we could get for this radio diffusion service, which was given a fairly high priority. Now that the main development is coming on we cannot get the poles but even if we could get them the policy of the Department has not been to use them on main routes.

4663. You would rather have no communications at all, unless you can get them on steel posts?—No, I think in Lagos they are considering concrete poles but there, I understand, the bottle-neck is steel for reinforcement.

4664. Would you be astonished to learn that we have had on record from the Forests Department that they would have no difficulty at all in supplying you with posts, but that you will not have them, even creosoted or treated? It is the counsel of perfection, but this country wants communications and these posts, I am told, will last for 15 or 20 years.—What you say is news to me.

4665. I am asking you now: knowing the tremendous need that there is for communications, if these posts were available, would you be in favour of trying to do something to improve your communications?—Personally, I would not favour wooden poles because after three or four years the things break down.

4666. You think it is no good?—I am sure it is not. Regarding the poles we have put up, their average life is no more than four years. The poles have been treated by the Forestry Department and it has improved them, but they were still falling down all over the place.

4667. But how is it that in the Belgian Congo they are able to do it?—I could not say.

4668. Perhaps they have not got the creatures there that you have here?—I think that is possible.

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4669. You think that termites are fairly common?—Yes.

4670. Is there no means of putting down a concrete base and putting a pole on top of that?—Yes, but it is not a perfect cure, by any means.

4671. Your hope of getting steel posts is fairly remote, I can tell you.—They are coming in in small quantities.

4672. What about radio telephones? Have you put in for radio telephones for the bigish villages?—No. In our development scheme there is provision for wireless communication mostly for long distances.

4673. What is holding you up?—So far as I know the provision of wireless apparatus. I do not think we have any new apparatus coming in. All we have been able to get is from the Royal Air Force, second hand stuff.

4674. You have no new material out here?—Not so far as I know. There again, we have a wireless section in Lagos who deal with all that.

4675. Have you evolved for Nigeria a type of radio sending sub-station which is most suitable for your conditions?—Yes. For the ordinary telegraph, you mean?

4676. No; I mean for radio and wireless sets?—Oh, yes.

4677. Have you, in fact, put in for any?—I have not personally.

4678. Have you recommended that it would be a good thing to have in the Northern Provinces?—Yes, in the General Development Plan there is provision for that, but I have not specially recommended them.

4679. You do not attach importance to it?—From the telecommunications point of view, yes, but for short distances the ordinary land line is much more satisfactory.

4680. The land line depends on poles?—Yes.

4681. I am talking of places where you have no steel or wood. Why not use wireless?—Mainly because we cannot get the stuff.

4682. Forgive me for pressing you on this. You cannot blame us at home or even the Crown Agents in this case, because if you do not ask for something and indent for it and say there is a need for it, nobody knows?—Yes.

4683. You are an expert and I am asking you about it and I would like your answer to it. How long have you been in the northern region?—I have varied between the north and south for about 12 years.

4684. Do not you attach real importance to improving the communications position here?—Yes.

4685. If you cannot get posts or poles, why not put in for wireless telephones?—I should recommend that, but, as I say, the policy of the Department is—

4686. Never mind that for a moment. Tell us what you think, as an expert; do not bother about the Department?—I would say it was quite feasible, yes, to a limited extent.

4687. And, if so, you no doubt would be able to work out with your Director General or whoever is responsible what you would consider to be the first stage of this scheme, and then the second stage?—Yes.

4688. And how you could cut out interference with aircraft, and so on?—Yes.

4689. You could make out a good scheme?—There is the difficulty of congestion of wavelengths.

4690. I know, but the type of instrument makes all the difference, once you lay down what you want. What we are all impressed with is the isolation here, and, with the developments coming, you must do something to improve communications. If you could put in for that to-day, it might take you two or three years to get the equipment, and we want to help you. We cannot force these things on you: you must say you want them. You would not be opposed to our helping you in that way?—No.

Mr. H. D. Hughes.

4691. The Army, when it was scattered about Europe, managed to maintain communication with itself by R.T. and W.T. communication of this kind?—Yes.

4692. Has any of that equipment used by the Army been made available for your purposes? If so, have you had any of it?—Very little, I think. When the military forces were here, the R.A.F. especially handed over quite a lot of equipment, and I think I am correct in saying that a lot of our installations, or a good majority, are ex-R.A.F. apparatus, and that is what we keep going with to a large extent.

4693. That was equipment used in the West African Command which happened to be here already?—Yes.

4694. You have not had any supplies from other theatres of war?—Not that I know of.

4695. Have they been asked for?—I could not say.

Chairman.

4696. We are much obliged to you. Now, Mr. Brown, with regard to your demonstra-

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tion plots, are they satisfactory?—(Mr. Brown.) Which particular demonstrations had you in mind?

4697. All the evidence we seem to have had has pointed to the fact that the Agricultural Department are very good at research, that endless research is going on, but that the person who wants to get better food and grow things better is anxious to see the result of the research, therefore you have these demonstration plots?—Yes, Sir, the Native Administrations run the demonstration plots out in the provinces. Government funds are expended on research and main experimental centres, but the actual demonstrations, when they are put up to the farmers, are financed and operated by Native Administrations.

4698. We are going to Vom and we are also going to a place where there are a lot of experimental plots?—Yes, at Samaru.

4699. Shall we have the pleasure of seeing you there?—Yes, but I understand that most of your time is to be devoted to looking at the new Agricultural School which is being built. If you could re-arrange that programme so that you could see some of the agricultural work I should be very pleased indeed.

4700. We are in your hands on that. I want to know what you are doing actively with the farmers, and if you can show us that you will be showing us something that nobody else has shown us?—Samaru is our main experimental centre for the Northern Provinces. To see work among the farmers you must let me take you farther afield.

4701. Are you satisfied that the links between the theoretical things and the things the Africans have to do are as good as they might be?—No, I am not, but at the same time I do not agree that the amount of time devoted to research is too great. During the war pretty well all our research officers were taken off their normal duties and spent all their time on general production work, and our research team is still very much depleted. Some of them are coming back to it but we are still very short. We are even more short of field officers. The establishment for the Northern Provinces is 47 and I only have 27, including those on leave. We are also short of senior African staff, particularly northern. We find it very very difficult indeed to find northerners suitable for training up to the higher standards required for the senior posts in the junior service, and we have to fall back on southerners for the purpose, which is not entirely satisfactory. The southerners who have been brought up here for certain jobs have done better than we expected, but we prefer northerners for the extension work. Our European officers are not only short in number but have been

taken off their normal duties to do other jobs—building, for instance. We have vacancies for a considerable number of officers. We have not been able to recruit them, and, even if we had, we could not have housed them, so agricultural officers have been devoting their time to building quarters and making preparations for them.

4702. With P.W.D. or on their own?—P.W.D. have not been able to undertake a lot of the works because they have been in isolated areas where P.W.D. have not been able to operate on account of their own staff shortages and because they must concentrate their work in areas where there is a larger amount of building going on than we can apply for. At Yola and Maiduguri, for instance, in the far north-east, we have opened new agricultural stations under the Development Programme, and the Agricultural Officers in charge there have had to devote their first year's work entirely to putting up buildings.

4703. Do you think you can say that after the last ten years you really have raised the standard of agriculture of the ordinary northerner?—Yes, we have been going ahead with our mixed farming, which has been one of our main lines of work, but that unfortunately has not gone on anything like as fast as it would have done, owing not only to staff difficulties but to difficulties of getting ploughs from home and also difficulties in buying enough suitable cattle for the work. The number of mixed farmers is only 4,000 but I think we have reached the stage where we should have gone ahead very fast had facilities been available. We are short of ploughs and we are now encouraging farmers to keep cattle. In the ordinary way farmers are not cattle-keepers, and vice versa, but we are now trying to get them to keep the cattle and put up the production of their land and raise the standard of living and prosperity, but they are not enthusiastic unless we can give them ploughs to save them work.

4704. What sort are they?—Ridging ploughs. The types we have used are made by Ransomes of Ipswich, and they are of a very simple nature: the D.Y. plough and the Emcot plough.

4705. They are hauled by what?—A pair of oxen.

4706. Are there any other simple machines of that nature that you want?—No, the hoeing machinery we make locally and there is very little else required.

4707. What about drills and combines?—They have not reached that stage. We are ploughing the land and doing the rest of the cultivation by hand.

4708. How do you propose to fertilize the land?—If they keep their pair of beasts and

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at the same time fatten two others or keep a cow and raise a calf, they can farm and fertilise ten or twelve acres, whereas formerly they were able to cultivate only about four acres and not fertilise it at all.

4709. You are familiar with the Keen Report?—Yes, I have read it.

4710. Are the remarks about agricultural development in that Report ones with which you agree?—I cannot recall it sufficiently well to mind.

4711. He has made various remarks on the balance between produce grown for export and produce grown for the benefit of the African?—Yes.

4712. And on how to keep that balance right?—We did rather err on the side of cutting the grain crops short for two years ago because of pushing for groundnuts. There was no food shortage. It happened to be a good year for corn, but had it not been there might have been a food shortage. Prices of foodstuffs rose considerably, not on account of shortage but because there was more money about. Groundnut growers had more money to spend and they were eating more. They have very little in the way of imported consumer goods on which to spend their money, and they have been buying more food and meat. Accordingly the price of food and of meat has gone up and the availability of cattle has gone down.

4713. From the point of view of the veterinary side we shall hear a good deal at Vom, and I do not want to take too much time, but in this mixed farming which Mr. Brown has mentioned are you people satisfied with the type of stock?—(Mr. Best.) Definitely. One of the inhibiting factors is trypanosomiasis, the corresponding disease to sleeping sickness. It is caused by the tse-tse. It is the big inhibiting factor in the development of all that belt.

4714. We will not ask you about tse-tse fly elimination policy to-day, but it goes in belts, you say?—Yes.

4715. What proportion of your northern territory is fit for cattle?—The whole of this area up here is fit for cattle (*indicating on map*).

4716. In other words, Mr. Brown's idea if a mixed farm is a practical suggestion in regard to the northern part?—Except for little areas where you get the fly, mostly following the streams.

4717. From your point of view, then, is Mr. Brown's statement that the policy of his Department is mixed farming a practical thing throughout the whole of the region or only part of it?—Only part of it at present, until we get a prophylactic. When we get that, it will open the whole of the country up, and then there will be hopes of

it. I.C.I. have a drug which they have great hopes about to protect cattle. It has got to the stage of protecting small animals up to three months. The Minister of Agriculture at home could not consent to allow trial of the drug on cattle. A team has gone to East Africa and we are hoping that we will get a quota of the drug here, and if we get it and if it is a success and proves a protection of even three months, it will be a terrific advance. One of the inhibiting factors of this development is that the man buys a cow and it dies in three months because of sleeping sickness, and he does not like to try again. If we can say, "Now, we have this drug and can protect you every three months", he can go ahead right throughout the whole of Northern Nigeria or any part of Nigeria.

4718. It sounds very promising, but there would be five million cattle to inoculate?—No, we would concentrate on his cattle.

4719. You would make them immune?—Give them protection.

4720. Have you enough veterinary officers to carry out the plan if you had the vaccine?—I could do this on a small scale at the beginning, but on a big scale definitely no, we have not the staff to do it; we are terribly understaffed.

4721. What it comes down to is that, good as this drug may be, you might not be able to make full use of it?—Yes.

4722. Is it the sort of thing you could train the African to do?—Yes.

4723. Is there any system going on now for training them?—Definitely. We have our own school at Vom.

4724. What about horses and ponies and pigs?—Horses are a luxury, in the sense that a person uses them to get from village to village or to ride in the afternoon.

4725. I was wondering whether this drug is equally effective with the horse as it is with the cow?—It probably will be.

4726. You do not know yet for sure?—It most probably will be because it is the same trypanosome.

4727. And pigs?—That is a different matter. Pig diseases are not a worry to us in the north.

4728. So you could increase the number of pigs if you were able to deal with the meat after slaughter?—We could increase the number of pigs, but the people are not pig-minded; they cannot understand that they must spend money to get money. They would far rather keep a whole lot of pigs, like one of the Africans here who has a piggery where they are like greyhounds, with long legs, because he cannot realise that he must put the feed into them to get his money back.

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4729. I should have thought that Mr. Brown included pigs in his mixed farming as well as cows. Is the dung good?—But what is the good of raising a pig if it will not grow?

4730. But why should not the pig grow?—Because they do not pay attention to them.

4731. But surely, as it is something which is immune from this disease, it is worth while pushing forward so that they can have the benefit of pig meat?—Well, they do not like it.

4732. It is no good saying they do not like it. It is better than nothing?—There has been a scheme in Anchau where the people reared pigs and sent them to the Agricultural Department to finish off, and that was a success, but the difficulty was to get the people to keep the pigs well fed and deliver them in the time laid down. They produced pigs in two or two and a half years in a semi-fed condition instead of in seven months.

4733. Pigs can do very well on things like sugar cane residuum and so on?—That could be used to add to a balance ration.

4734. Cannot you grow it here?—They are growing it.

4735. What is not required for making the sugar after the boil can be used for pig-feed?—To a certain extent.

4736. What are they going to feed them on?—They will not feed them. (Dr. McLetchie.) They look after them to the weaning stage, then the Agricultural Department buys them for fattening and resale. (Mr. Brown.) We have a few who are doing it but on the whole they are very disappointing. One man at Zaria is doing reasonably well, and we are still pegging away with pigs. I think it will come eventually, but it will be very slow.

4737. Dr. Gilles, you agree with the other doctors who say they want a better balanced diet for the people?—(Dr. Gilles.) Yes, but being Muslims they will not eat pork.

4738. But the pagans eat it?—(Mr. Best.) They could not pay for it. (Dr. McLetchie.) It is simpler to get a wider diet with a wide variety of crops. (Mr. Brown.) The people who are keeping them successfully are sending them down to Lagos cold store, to be made into bacon.

4739. In this climate you have to freeze it pretty quickly, otherwise nobody can eat it?—For bacon you must have cold storage facilities, and at present they are only available in Lagos.

4740. I will not put any more points to you because we shall see both of you later on?—(Mr. Best.) You will see the Director

tomorrow. (Mr. Brown.) In connection with recruiting staff from Europe, I should like to suggest that more propaganda should be done in the universities and agricultural colleges at home in order to make it known amongst students what sort of appointments are available in the Colonial Service. I do not know how much is done in that line but I feel more might be done.

Chairman.] One of the difficulties at home now is that we have an enormous Advisory Staff consisting, I think I am right in saying, of 18,000 people. These people are all divided up and will be coming round to advise us, and it is a very popular thing and is undoubtedly absorbing everybody who does not want to go abroad. I am afraid it is one of the reasons why you are not getting your recruits. However, we will all look into it at home.

Mr. Parkin.

4741-2. Mr. Brown, do you think your target of a better diet for the farmer can be achieved entirely from local resources?—I think so. The potential production of this country is enormous. There is plenty of scope for producing for export and local consumption, too. The land is there.

4743. Do you think that with the improvement of transport there will be a possibility of bringing in fresh foods to add variety to the diet?—I do not think the necessity for bringing food in arises.

4744. You can get all you want?—Yes.

4745. You are speaking of Africans now?—Yes.

Mr. H. D. Hughes.

4746. Are you experimenting with mechanised farming as well as with mixed farming?—We are making a start and we have a lot of machinery on order awaiting delivery, both for cultivation and for soil conservation work, terracing and so on, and lighter machinery, tractors and ploughing equipment.

4747. Once this machinery bottleneck is broken presumably it will be possible to expand far more rapidly with tractors than it will with cattle, which you have some difficulty in raising?—Yes, I do not think this country will go through the usual evolution of ploughing with bullocks and mules and working up to tractors. We shall have to short-circuit that, but we still want them to keep cattle, and the easiest way to get them to do that is to show them that the cattle will do their work. We shall have to short-circuit it, and the cattle keeping will be for meat and milk production rather than work.

4748. You anticipate an enormous demand for tractors over the next 25 years?

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—I do not think an immediate enormous demand, unless they are for use by a Corporation for rice growing or a groundnuts scheme. I do not visualise the people themselves investing in tractors, but they might be bought by Native Administrations or co-operative societies for communal use, to do the initial work on the farm and leaving the farmers to do the rest of the cultivation by hand. That will be the position for a long time to come.

4749. But you have not got yet to the stage of working it out?—We are still in the experimental stage entirely and the experiments are still on a small scale, because we have very little in the way of machinery. We have bought secondhand equipment from the aerodromes.

4750. There is, I believe, a Government pig farm at Samaru?—Yes.

4751. What is the production from that?—I cannot give you a figure offhand. From the whole of our pig farms it is about 350 carcasses per month.

4752. Is it true to say that the conclusions from Government pig farming are that, as far as the land and foodstuffs are concerned, pig farming could be developed on quite a large scale?—It is a paying proposition at present prices, with meat selling at 10d. a pound live weight, and the bacon is finally sold from cold storage at 2s. 6d.

4753. That activity could be linked with a pork canning industry?—(Mr. Best.) There is no point in starting it; we have not enough pigs for bacon.

4754. The Muslims do not eat it?—And the southerners are not producing enough.

4755. What I am really getting at is whether there is a large potential increase in that kind of thing which would go beyond the demands of Northern Nigeria quite considerably? (Mr. Brown.) I think if it were taken up on a large scale by the people it would be more applicable to the Eastern Provinces, and they would eat their meat fresh bought in the market. It is the question of trypanosomiasis which comes into it there. We have considered keeping the pigs in the north and salting meat and sending it down without other curing, but the experiments up to date have not been frightfully successful.

4756. We were told in London there was a scheme for a centralised abattoir and canning industry in Northern Nigeria for cattle, but we are told here that in fact there is considerable doubt whether the cattle would be available in sufficiently large quantities for such a scheme. You do get quite a number of cattle, do you not, which you rail off south now? What is the opinion you hold on this question? (Mr. Best.) If you are going to go into

it in a big way, the canning of meat is such a delicate business that it all depends on guaranteed supply, and you cannot get a guaranteed supply of meat in Nigeria.

4757. Why not?—Because the cattle owners are not worried about money. Their wealth is in numbers. If we had a lot more cotton goods which they could buy there would be more cattle sold. If they cannot buy anything with their money they are not going to sell their cattle.

4758. But they do now; they rail it down?—That is to pay their taxes and incidental expenses, but there is no regular market. At home a man with twenty cattle will sell five, six or ten every year, and there is always a turnover in that way, but that sort of trade is non-existent here. (Mr. Brown.) That is what is required in connection with any production scheme we have now—a better supply of imported goods, particularly textiles.

Wing Commander Hulbert.

4759. Is there any control on goat keeping? Are goats carriers of disease?—The only sort of control in connection with breeding was in Sokoto, when they killed off unwanted rams in order to improve the type by breeding from the better rams. As regards control of damage done by goats, that is taken in hand by the Native Authorities. Goats are not allowed to remain in the farms in the farming season; at other times they can graze at large.

4760. Are they kept mainly for meat or for milk?—For their skins. The flesh is eaten, but skins are the main product.

4761. Is there any Muslim objection to them?—None.

4762. What about milk?—(Mr. Best.) Very little, except in big towns.

Mr. Yates.

4763. How is the brown sugar industry developing?—(Mr. Brown.) It is going ahead fast, and there is a tremendous demand for the small sugar crushers, which we were previously importing from India. It is a very successful machine, and second-hand they have been changing hands at £50 to £60, although they are only about £20 new. The production of sugar in the area is increasing considerably. We are getting some more machines, but they are coming along very very slowly.

4764. Are you likely to get more from India?—They told us we should not, but since then they have sent us a few, and meanwhile the U.A.C. have told me that they are hopeful of getting something suitable at home. They have brought out a machine already, which the Agricultural Engineer told me was not very suitable,

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judged by its appearance, but they will let us have one to try and I can report on it then.

4765. What about mills?—For sugar crushing?

4766. Yes?—It is the one machine only which is used. It is a very small roller machine and is operated by a bullock or horse, with a rotary gear, and they push the sugar canes through two at a time.

4767. You can get those from Britain?—No; up to date we have not been able to do so.

4768. Have you asked them at home?—No, but I understand that the firms have.

Sir Peter Macdonald.

4769. Is there enough sugar cane grown to start factories?—Oh, no, it is only a

sort of village industry. I do not think there is any scope for large factories for the present.

Mr. Yates.

4770. There is a big demand?—Yes, there is a big demand for sugar of all sorts. There has been a comparative shortage of imported sugar and they have been unable to buy much in the markets. They do not use their brown sugar so much as a general sweetener but more as a sweetmeat. They chew their sugar cane in the same way.

Chairman.] I think we had better adjourn now, and I am afraid I must ask the remaining witnesses to come back at four o'clock. There will be no need for the other witnesses to return.

The witnesses withdrew.

After a short adjournment.

Mr. G. R. G. KERR, Mr. E. A. ROTHERY, and Mr. A. J. CARPENTER, M.B.E., recalled and examined.

Chairman.

4771. Mr. Kerr, can you tell us about the reserved areas in the northern regions?—(Mr. Kerr.) At present we have 11,000 square miles of forest reserve. We want at least 20 per cent. of the provincial area, which is 250,000 square miles, in the Northern Provinces. We have 11,000 square miles so far. We have 40,000 square miles still to get, and it has taken a quarter of a century to get the 11,000 square miles.

4772. It will take another quarter of a century, I suppose. What is the policy, are you going in for plantations?—Most of these northern reserves are on coppice, clear-felling. Plantations are most costly.

4773. What about the firewood position in the local towns?—They are cutting into that at a great rate, and we have not got our reserves planned. Sokoto is the only Province in the north which is practically complete. They have over 7,000 square miles. The other 4,000 square miles is scattered over the rest of the Provinces.

4774. What is the policy about the reserved areas: are you going to go in for regeneration entirely?—It will be used for the benefit of the natives, for fuel, etc.; some of it for protection of the watersheds. They may not be felled at all. We usually work a forest on a definite plan. The main problem is fuel for the natives.

4775. Do you saw any pit props up here?—No. Enugu is the only place where there are plantations for pit props.

4776. Up in the northern region, what have you got in the way of forest trees? Mahoganies, and so on?—We have only very small areas of that type, in southern Zaria, on the northern Niger, and on the edge of the Plateau. For timber production we must rely on our savannah woodlands to produce raw material suitable for the native, door frames, window frames, and furniture. We cannot produce big timber.

4777. But under the development scheme are you getting any small portable sawmills?—We have one working now.

4778. Is that a hopeful experiment?—Yes, the first log went through on the 23rd January. You will see that sawmill on your way to Jos tomorrow morning.

4779. Do you think that more of them would be helpful?—Very.

4780. It has taken a long time to get it?—Yes.

4781. What type of sawmill is it?—It is just a Fordson tractor and an ordinary drag-feed bench. It has a little 5 foot fixed bench, and it would be much better if we had a movable table. We find that very few of these logs are straight, and the sudden bends in the logs are liable to jam the saw and probably cause injury to the

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sawyer. If we can get a semi-portable, movable bench, it would be much better equipment.

4782. Has anybody put in a blue-print as to what you do want?—Yes. The forest engineer at Head Office drew up plans of those things, but his first blue-print was just for an ordinary drag-feed bench without a movable table; however, since we started two months ago we have found that it would be an improvement to have this movable table.

4783. So you have amended the design?—Yes.

4784. And the new ones are the ones you want?—I do not know.

4785. What number of these units do you want?—It depends on the success of this one.

4786. It is looking all right, is it?—It is looking all right so far but we have still to get the market. We have only sold £75 worth of timber so far. The native is most conservative. Up to now he has demanded Iroko or mahogany up to 12 foot lengths. All we can produce from these forests here is anything up to 7 or 8 foot lengths. That is sufficient for scantlings and boards 6 inches or 7 inches in width. Until we can make a market for that it will be up-hill work to begin with, but there is a very large potential market for it.

4787. And you think that if you could encourage them by having these units, which they could handle themselves, you could very gradually build up local industries on a co-operative basis?—Yes, or a local industry run by private enterprise.

4788. Are there any other points which you feel you might bring to the attention of this Sub-Committee, as to what you really want, in order to help the development schemes forward?—Like all other Departments, our requirements are for staff. We must have our forest estate before we can go on with this exploitation. It is wrong to start this exploitation before we have our forest estate established. Sokoto is the only place where it is established, and I have a provincial forest officer in only four Provinces out of the twelve. I have two conservators, one for the north west and one for the north east, that is my entire European staff.

4789. Have you got many Africans trained up with them?—Up to the forest assistant grade; that is at the Forest School in Ibadan. We cannot train them if we have not the European people to do it. It takes time to get a forestry degree. If only we were allowed to recruit ordinary common-sense people who could be interested in the countryside and not afraid of their own company, and who were prepared to work in the Bush, we could probably train as

many people in forestry as we need to do this work, but the schools are against that. We have a United Forest Service and you cannot introduce non-professional people into the Service.

4790. What you are saying is this, that you have not sufficient people with the requisite qualifications?—The schools are not turning out enough. The wastage is not being made up by the Universities. We have such a lack at present, apart from the development side, that we older men are dropping off at the top and there are no new ones coming in to replace us. I will finish in September and somebody else will take my place. I believe that for the best development, pushing ahead and getting our reserve established, we could work with people without a forestry degree, common-sense people and people who are interested in surveying and who could get on with the natives and help us out in the demarcation of the estate.

Mr. H. D. Hughes.

4791. You mean the same type of fellows who are now development officers?—Very much the same.

Chairman.

4792. Have you any suggestions to make as to how you would recruit these people?—I know that the Chief wanted to get them from the Army a couple of years ago, but it just was not allowed.

4793. Are you getting many from the Indian Woods and Forests Services?—One from Burma. From the Indian Forest Service I do not think we have had any yet. We may do later.

Mr. Edward Davies.

4794. What is happening in these Provinces where you have not got a European forestry officer?—The District Officer keeps his eye on any forest staff that is there and the conservator tours occasionally, but there is nothing really happening.

4795. Has any proposal ever been made for recruiting a temporary staff? I can see the Establishment difficulties, of course.—My Chief has suggested it, but the point is that it is a professional service.

4796. And therefore it is a "closed shop"?—It is a closed shop.

4797. Your view is that there are plenty of useful practical chaps who may not have the paper qualifications but who could do the job?—They could do this preliminary job of selection and demarcation. I do not say they could do any further development in regard to forestry. Our main problem is to get our forest estate established.

4798. What is the difficulty in not getting men out here?—The home service are now

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wanting 250 men a year and they are offering them the same pay as is offered out here, and all the other Colonies are wanting these men. Edinburgh University is turning out 16 a year, and Aberdeen is turning out about 15, and that does not go far when you spread them out over the whole of the Colonies.

4799. And they can get as much money at home and they get more favourable conditions?—Yes, more favourable conditions, certainly.

4800. Men who come out here have expatriation allowance, and even so you cannot get them?—No, if there is competition with the home service.

Mr. H. D. Hughes.

4801. You said that although the Chief in your Department was in favour of recruiting this type of development officer, you were prevented from doing so. Who laid that down?—We are under the Colonial Office in regard to recruiting, in consultation with the Universities, and as I say, it is a Colonial Service; it is not a Nigerian service.

4802. It is a Colonial Office ruling that you must recruit these fellows.—Yes. The Colonial Forest Service have certain rules for recruitment. One of them is that the recruit must have a University degree. That is number one.

4803. I suppose your African people go to Ibadan College for training?—A certain number.

4804. How many would be there from the Northern Provinces?—About five. That is all the Kaduna College could produce for forestry last year. I had two direct and two were switched over from P.W.D. and agriculture.

4805. Do you have any Africans from the Southern Provinces up here acting as forestry people?—As forest assistants,

4806. Does that work all right?—Up to a point. A lot depends on the man's personality.

4807. Do you have any sort of long-term demand schedule from P.W.D. on the timber and the timber products they are going to require.—No, we have, so far as I know, no guaranteed sale to them.

4808. They are not taking stuff from your new saw mills?—No, it is not up to their standard, but we sold a little to the Trades Training Centre who were making desks for the pupils.

4809. Could you produce anything in the Northern Provinces up to P.W.D. standard?—A little has been produced on the edge of the Plateau by private enterprise. There is one saw-mill near Jemaa on the edge of the Plateau. It is very big timber but it is marketed mainly on the Plateau.

Mr. Parkin.

4810. In your work as a whole, do you find that you are able to balance about the right proportion in the field and in the office?—On the whole. I think I rather spend too much of my time in the office.

4811. Is that increasing?—Yes.

4812. What is the remedy?—An office assistant who does the routine work, not a forestry officer.

4813. Is it not necessary to have a knowledge of forestry to deal with routine papers in your office?—Not for 75 per cent. of it.

4814. That is a considered estimate, is it?—Yes.

4815. Further to that, you did speak of one difficulty in recruiting, and that is that you have to find a man who does not mind wandering about by himself?—That is so.

4816. Supposing you found the man who has the necessary qualifications and who did not mind wandering about by himself, could not you put him in the office to do the other 25 per cent. of the routine work?—Yes, so long as you did not call him a forestry officer; you would have to recruit him as an office wallah only, and then it would be all right. He is not much use if he cannot stay in the Bush. I was 68 days without coming back to my office in my younger days. I saw only one white man the whole time.

Chairman.

4817. You said something about private enterprise making furniture on the edge of the Plateau?—Yes.

4818. What are they doing there, tin mining?—There is one Swede running a private saw-mill at Jemaa.

4819. What does he do?—He has applied for an agreement over a certain area of forest land which he must work according to our instructions. Silviculture is coming in on this exploitation. He extracts the trees and saws them up there and sells them.

4820. He is a timber merchant?—Yes.

4821. I thought you said that there was some firm which was making furniture there?—No.

4822. If you can saw up the wood, could the local people make their bed-posts, and so on?—Yes, there are lots of local carpenters there to buy from our saw-mill out on the road there.

4823. And they are quite good carpenters, are they?—Well, they serve the purpose.

4824. You cannot have the standard of perfection, can you?—No. There is no pride in craftsmanship in this country.

4825. Is there not?—No.

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4826. I have seen some very good work which has been done by them?—Yes, under close European supervision.

4827. We are much obliged to you. Now, Mr. Rothery, about your Survey Department. Will you tell the Sub-Committee what the work you are doing is? It is general survey work, is it?—(Mr. Rothery.) I am really more or less an adviser on survey matters to the Secretariat here. I have the whole of the Northern Provinces under my hand, except for the mapping and the minefields. The minefields is a small nucleus all on its own and it comes directly under the Head Office at Lagos.

4828. What staff have you got?—At the present moment I have two surveyors in the field and two surveyors, one working in Kaduna, one in the office; three draughtsmen, a computer and four clerks.

4829. Is the bulk of the work for the Public Works Department or for whom?—The main bulk of our work in this office is doing surveys demanded by the laws of Nigeria for land transactions, such as land acquisitions and so on, and dealing with certificates of occupancy, township layouts, trading plot layouts, and so on.

4830. Supposing this groundnuts scheme comes forward in one or other of these areas, would it fall to you to do the preliminary survey?—Yes.

4831. And what does that preliminary survey involve?—The preliminary survey would be, first of all, to do a contoured map of the place (I presume they would wish to irrigate the land); then put in cement pillars all round and then work out the distances right round the boundaries. Then we would prepare a final plan and send it to Head Office for signature and then we would issue the final description for publication in the Nigerian Gazette, that the land had been acquired. We would then supply all necessary copies to the Department and to the people concerned.

4832. Is there a land registry here?—Yes, Sir; that is split at the moment. We hold all the deposited plans for the land registry, but when they come into full force, the land and mines section of the Secretariat will undoubtedly take those over. They are not really the province of the Survey Department.

4833. You mean that each region has not a registry?—They have here, in the Secretariat, but we do quite a bit of their work for them, especially on the planning side. For instance, at Kaduna we have a complete series of sheets like they have in the Ordnance Survey map at home, and every land transaction is entered up by our draughtsmen, that is normally a Lands function. In Lagos it is done by the Lands Department and the Survey Department have very little to do with it, but we do it for the sake of convenience here. There

is a shortage of draughtsmen and we happen to have them, so we do the work for them.

4834. And then you send all that stuff all the way down to Lagos, do you?—No, we keep tally here. The actual deposited plans for the Northern Provinces are kept in my office. We keep Lagos informed as to what plans we have because they are, in fact, responsible for the custody, i.e., knowing where they are.

4835. Have you got a photostat arrangement here at all?—No, Sir.

4836. Would it help you to have one?—I think it would help the Lands section more.

4837. If you had one up here, it would surely save a good deal of labour, because at the moment you have to do copies by hand?—We do quite a lot of sun printing of the originals, but there are some originals which we have to trace. With a photostat machine we would put them up and photograph them.

4838. Do the local Emirs want copies of these plans for their own purposes?—No, Sir. Taking a place like Katsina, from the Lands side, there are two distinct places: there is the native town and the Government residential area; and then there will be the trading area, usually within the Government residential area, and the Native Administration side is dealt with by the Emir himself, and his staff. There are no title deeds, as such, that I am aware of, not within the meaning of the laws of Nigeria. There will be according to their native law and custom, of course.

4839. But if that is the case it is necessary to be perfectly certain that there is not going to be any dispute about land which is taken for a certain purpose?—There have been one or two cases. For instance, there is a post office site being taken up in one of these native towns. We are responsible that that does not overlap any other claims and that any such matters are shown on the plan.

4840. Where is the master plan, here or in Lagos?—In Kaduna.

4841. You keep them up here always?—Yes.

4842. So that it is always there for reference?—Yes.

4843. There is only one copy, is there?—There is only one copy. The Resident is supposed to keep a set going but he cannot, of course, because he is so overburdened with work. Whenever possible I do try and pull them in and have them checked against ours and then send them out to him fully brought up to date.

4844. Take Mr. Kerr: he wants to keep more land for forest purposes. If he is going to do that, what happens?—He does

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send the plan to us for checking. (Mr. Kerr.) Yes, we do our own surveying. They cannot cope with what they have to do already. They do not officially accept it.

4845. Who do not accept it?—The Survey Department, because none of us are licensed surveyors.

4846. So that they see it all over again?—(Mr. Rothery.) We will eventually do that when we have the staff. (Mr. Kerr.) So long as it is marked on the ground, that satisfies us.

4847. But it may not satisfy the owner?—There is no ownership of land in the Northern Provinces.

4848. It is all held in common, is it?—(Mr. Rothery.) Yes.

4849. And if a man wants to farm a bit of land, what happens?—(Mr. Kerr.) He gets permission from his Chief to farm that ground.

4850. Then he puts up the marks, does he?—(Mr. Rothery.) No, they have their own markings. Sometimes they dig a furrow, and sometimes the Chief comes out and puts a number of stones down. When the Government acquire land or a stranger wishes to take out a certificate of occupancy and build a house or a factory on it, he must then reimburse the people for disturbing their farm land, and that is done through the Resident of the Province. He deals with such claims.

4851. Then you do the survey for him?—We do the survey for the Secretary of the Northern Provinces.

4852. It seems to me that you have a colossal job and very few people to do it.—We have. We are in a very bad state, there is no question about that.

Chairman.

4853. Now have any members of the Sub-Committee any questions to ask Mr. Rothery? (There were no questions asked by members of the Committee.) Now we come to the subject of mass education. Mr. Carpenter, will you tell the Sub-Committee your story in a general way?—(Mr. Carpenter.) Eighteen months ago I was detailed by the Director to do this work, having had some experience of it in the Army. I first of all went on a survey of the country, keeping in mind White Paper on Mass Education in African Society. I came back with the impression that it would not be possible, with the limited staff and equipment which we had, to carry out all the intentions on that pamphlet, and that we would do best if we confined ourselves to literacy campaigns and the production of informative literature to support those campaigns. I also came back quite frankly convinced that it would not be possible to run a tight

campaign for the whole of the country. There were areas where, due to social conditions and differences in the educational levels of the people, and so on, it would be quite impossible to run that sort of campaign. So we said we would start up in certain selected areas campaigns, not on any definite, preconceived plan, but I would go there and, with the local people on the staff, work something out which we thought might fit the local conditions. We first of all selected eleven areas in the country; there are now fifteen areas. Beyond that we simply cannot extend, because we have not got the staff to do so. In the north we have five areas; at Abuja, Zuru, Katsina, Missau, and part of Tiv in Bornu Province. In the Western Provinces we have our three campaigns and a new one just about to open in the village area of Lagos and one in the Cameroons plantations, and four others in the Eastern Provinces. All these campaigns, I should say, are in rural areas. We have definitely left out the towns, partly because we do not quite know how to tackle the towns. They have been tried and we have not succeeded very well, and it seems that the rural areas would benefit more and in some ways are more responsive to it. In support of those campaigns, there is production in five different languages: Hausa, Ebo, Yoruba, Efik and Talan. That is the general set-up. I have one African Education Officer who works under me in the Western Provinces. In the other regions there is nobody; I travel round myself. In each of the areas we have one or two African organisers. He is not a very highly qualified person but he has been selected because he is interested in this type of work, and in every case he is a local man, and in many cases ex-soldier schoolmasters who know a little bit about the work.

4854. You have no Europeans?—None at all, Sir.

4855. And where do you make your headquarters?—My headquarters at the moment are at Ilorin. They were at Lagos but lack of accommodation made it necessary for me to go there.

4856. On the question of how you plan out your different campaigns, have you an idea that in each area where you are doing it it will spread locally and gradually cover a larger field?—In Katsina we have a district of 80,000 people. In each village in that area we have three or four classes, with between 50 and 100 people. There are 23 villages in that particular district of 80,000. I do not think the intention is (it is, certainly not working that way there) that it will spread out to other districts, because it is not organised in that sort of way. The instructor is usually the village scribe or a schoolboy that the Emir has found somewhere, because he may be the one literate man in the village and

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he is probably the village scribe. I am talking about Katsina now. They are brought in if necessary and I pay them a small amount. If they take two classes twice a week that is four evenings a week and they get 10s. a month.

4857. Do you find that you can utilise the missions as well?—In the north it has not arisen yet because we have not really worked in any of the mission areas, and the people, particularly in the north, are very suspicious of the missions—it is the fear of proselytisation. In the south again we have definitely got the missions to assist, in the sense of lending their schools and equipment and teachers, but we keep them as definitely village affairs. In the south we have village committees, and we find that if it becomes a sectarian affair half the village goes out, so we definitely try to keep it non-sectarian, and we are succeeding, I think, in doing so. It is a pity, in a way, but this sectarianism in the southern villages does split up the village, with the result that this sort of thing does not go very well.

4858. Do you find that they are susceptible to education by colour at all? Do you have simple things like coloured beads on a frame for counting?—No, it is mostly literacy. They do simple arithmetic; they can count. We only deal with adults; I take no one below the age of 14, for the simple reason that if there are children below that age they take a long time to learn to manipulate a pencil, so long, in fact, that it holds back the rest of the class, and so we do not take them below the age of 14. It has happened sometimes in the south that children have been allowed in and the adults have just disappeared, because they say, "Now it is children's work", so we definitely exclude children on those two counts.

4859. Have you found that colour is useful as a basis for education? Do you think coloured things would help at all, or are they colour blind or colour ignorant?—I cannot say; I have never tried it.

4860. You have never tried giving them a pamphlet which is coloured?—We have booklets.

4861. But no illustrations?—We have illustrations, yes, but one I had which I thought was rather well illustrated with about thirteen pictures did not sell very well, and the reason was that there was less print to read so there was less money's worth. I do not know whether that was the real reason, but at any rate it was not very popular.

Mr. H. D. Hughes.

4862. You are really engaged on adult literacy pure and simple?—Yes, I have definitely limited myself to that, because, in view of the staff position, there is nothing else for it.

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4863. What is the method of getting one of these projects started—take the Katsina one?—I went up there and discussed it with the Emir and then we selected the district—or rather he selected the district he thought would be most receptive to the programme—and then I visited there and all the village heads were called in and all possible instructors were brought in: there were about 30 of them. I interviewed them and we gave them a short course, and they were detailed by the district head, one or two per village. Then the N.A. supplies primers and exercise books and pencils, so that each pupil had them. They started up the classes according to the instructions we gave them. I visit there about once every six months and we have an organiser there. We start first of all with one class and then build up to two, three, and in most cases four classes in each village.

4864. How are the students selected?—We leave that to the village head. I do not know about that. There is definitely in Katsina a good deal of the compulsion element, but I know sometimes we get people who have been there nine months and have learned very little, and I have said, "You must go, you are taking up the place of another pupil", and they have said, "Well, we will not go"; and then I have said, "Well, give him two more months." It has had the effect that they do want to stay on; and, incidentally, in that area they have pushed feeder roads from the village in every case to the main road and built a little schoolhouse holding about 25 to 30 pupils in this particular area.

4865. So that you are broadening there from literacy?—Yes, we are, definitely, but we are leaving the broadening effect to the tendencies of the people and what can be done locally. For instance, I am going back to Katsina now, and, as it happens, in that area is an agricultural farm, and we are going to discuss with the Agricultural Officer how we can use these adult education centres now for agricultural propaganda, using the ex-pupils, those that we have made literate, to put across their agricultural ideas, because I am quite sure it definitely has the effect of waking them up and livening the people up.

4866. What are your projects in the Eastern Provinces?—Well, we helped the Udi campaign in organising finances. There is one in Bende, one in Abā, one in Eket, one in the area round Calabar, and one in the Cameroons plantations, which is a very experimental one with plantation labourers.

4867. How do you get them started in the Ibo area where you have no chief?—There we form village committees. I went down there and discussed with the visiting teacher and the D.O. the most likely place out of six or seven—the most promising one. We visit them and discuss the idea and in

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nearly every case they are keen on it and we start up and watch what happens, and villages around start up, too. We then help those that are really promising and assist them to build up to fairly big numbers.

4868. What help have you given to the Udi project?—We pay for what we call an organiser and give them about £200 a year as well.

4869. I see in the estimates provision for 12 Mass Education Officers?—I do not think it is in the estimates.

4870. I saw the project mentioned somewhere?—Yes, it was in the Plan.

4871. But that is not approved by Government?—I would not like to say; I do not know.

4872. The point has been made to us several times that if you are going to get a wide extension of mass education in the country as a whole it is a job which has got to be done primarily by the administrative officers rather than by specialists. I would like to hear your views on that?—Well, I suppose it can be if the administrative officers rather than by specialists. I have I found they have the time.

4873. Well, in one case at least?—I would not say he has really time to do it. The classes there go up and down the whole time, according to whether he is present in the area or not, and they are built up on the drive of a personality. I do not think that is a good thing really in the long run. I would rather see the European not so much in evidence but behind the scenes, letting it work through the African leaders, or, in the south-east villages, through the African committees. There are two points in it to consider: there is interest and enthusiasm, and there is a certain amount of technical guidance which is required.

4874. But the point really is this: you have got to have extra personnel, however you do it?—I quite agree.

4875. And the point really is, should they be extra administrative officers or should they be specialist people under the Education Department?—I would not say that they should be specialised people. I think they might be people in the nature of Development Officers, seconded to a Department.

4876. But you do not require the authority of a D.O. to get the co-operation of the people?—Oh, yes, you require his authority.

4877. That is not quite the point. Is it easier for a D.O., who is known in the area as the D.O., to get a community project going than it is for somebody like yourself, who is bound to come in from outside as a specialist rather than as an administrative officer known to the people?

—I think it is in a way, yes, but the snag is there, that the European is always present on the spot and the people entirely depend on him for spurring them on, which is a danger. My Director, when I first started on this, rather wanted me to sit in one place and do it there in one area, and I came to the conclusion it would not be the right thing, because it ought to succeed if the European is sitting on the spot, but that is not how mass education can work in the country as a whole; the personnel required would be too fantastic. It has got to come from the African leaders themselves. In Katsina, where we have this thing going in about 10 or 12 districts, with 80,000 people, I am going to try to start up a similar campaign in another district, but I shall not go there myself; I shall get the man we have trained in this district to start it up in the second district, and I shall visit there later on and see how he is running it. I feel that must be the way it has got to go; I may be wrong.

4878. Which are the areas of the country in which this idea catches on most easily? You have the big tribes which are very different in their tradition and approach to educational problems?—In Eket, surprisingly, there has been a tremendous response from the women, now that we have introduced domestic science classes there. In the Aba area the response is really quite good, but they all want to go on to English, which is a lot of trouble, because English is not an easy thing to learn when there is nobody competent to teach it. In the Yoruba country they are not interested so much in English as in going on to a further study of their own language, and I am glad to see now they are having community evenings. It is rather difficult to say that they will develop in one particular way, so much depends on the locality.

4879. You think there is a big future for mass education in Nigeria?—I think there is, yes. I think it is a most useful thing in the south, to break down the social inequality which is developing between the schooled individual and the unschooled individual, and in the north, too.

Wing Commander *Hulbert*.

4880. What encouragement do you give people to join? Is there any system of reward?—No, the instructor gets a small remuneration, and there is a literacy certificate.

4881. Do you think any system of reward would encourage them?—Actually, I am proposing to try that in one very backward area here amongst the Gwaris, where we have been for a campaign which has not been very successful, because they are a very backward people, almost unwilling to develop. I am going to recommend

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giving them an award of an enamel cup or plate when they get their certificate. I do not know whether it will be approved, but that is what I am proposing. In the south we do in the classes encourage them to pay a small fee.

4882. To join?—Yes. We find that attendance is better and they are much more regular.

4883. On the principle that you appreciate what you pay for?—Yes, and that is definitely so in the towns. I remember distinctly going to one place in Calabar where there was a very unsuccessful effort, with most irregular attendance. I said, "Why do not you charge a small fee?", and I went there about two or three months ago and they had a regular attendance of about 110 and were charging fees varying from 6d. to rs. 3d. a month. The people valued it. We have had the same thing in Lagos—people asking to pay a fee because then they feel it is worth while; they are going to school.

Mr. Edward Davies.

4884. What are you actually trying to do in this fascinating experiment—to make people able to read or write their own language?—Principally to read.

4885. They are generally composed of people who have had no primary education at all?—Entirely composed of them.

4886. Does it preclude them if they have?—They would not attend, because it is only reading and writing classes. If they have been to a school they have already learned.

4887. Perhaps the classes normally are different from the experiment we saw at Udi, where they seemed to range from the baby to the grandmother?—Yes, I know the one you mean.

4888. Do not you get the tendency sometimes for it to become a sort of community day out or evening out together, as distinct from a literacy class?—And then not very much serious work is done—yes, that is another aspect of it. That is a village meeting and that serves its purpose as such, but where they are coming together definitely to learn to read and write and grouping into classes, we expect them to leave when they have got their certificate. They can actually go on and we try to arrange other classes if they pay a higher fee, so as to let new pupils come in, but we are not trying to make them into village meetings as in the Udi experiment. That is rather different. In the Udi experiment they are using the literacy campaign—this is my opinion—as a way of creating a village spirit, which has its value as such.

4889. It is very different from merely learning to read and write?—Oh, yes; they

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are two different things, but one can be part of the other.

4890. What is your curriculum? Do you have mainly reading or mainly writing? Do you have any good music, for example, whatever that may be?—In some of the Yoruba centres they are developing community evenings, where they have somebody to give a talk on baby nursing or something, and then they may have some singing. Going back to the Udi experiment, I am going there later on in the year because Chadwick wants to develop the more formal education centres, and I am going to give a course to some of his instructors so that he can have proper continuation classes, so to speak, for those who are getting on a bit and really want to learn to read and write, apart from the kind of village meeting which it is in many cases at the moment.

4891. What does the certificate purport to do—does it say they can read or write?—It just says, "I have learned to read at such and such a place. My teacher was so and so," and it is signed by the organiser who supervises things in the campaign area.

4892. As a matter of practical use, would not it be a good idea to teach them simple first aid?—It would be, if we had the instructors, but at the same time that would introduce other subjects and presumably cut down the number of people one could deal with. We do have little booklets on these various subjects in simple vernacular. We have printed now nearly 40 of them in the five languages.

4893. You must discover some surprising results. You are responsible for the whole of Nigeria?—Yes.

4894. I understand there is a proposal that there should be some adult education as distinct from mass education?—This is really adult education that I do.

4895. But the idea of adult education as we know it is some sort of tutorial arrangement where you get people specialising in a smaller group. Is that going to be linked up with it?—I hope so, later on—continuation classes really from school. At the moment we have nothing of that at all. I think it may be a development of the future, but it is not possible at the moment with our staff and textbook difficulties.

Mr. Yates.

4896. Are the classes held every day at these centres?—We leave it to the villages, and it is usually two or three times a week. We discourage every day classes because they start off with that and find it is a burden and then relax, and the whole thing may go by the board, so we say two and possibly three days a week, and not more.

4897. We saw them on Saturday, and I heard they did not meet on Saturdays,

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[Continued.]

so probably that explains why we had such a mixture; but that point did strike me very much indeed. Now, when you talk about staff, are you referring to teachers?—Yes, part-time instructors.

4898. But you do not pay them?—Yes.

4899. I rather gathered they were not paid?—You are referring to Udi, perhaps?

4900. Yes?—No, not there; they are nearly all schoolboy instructors. I did not recommend it and I do not recommend it now to my Director that we should not pay them, because a man would take it for a few weeks and then get tired and his class would fall off, so we pay them a small honorarium now, really in order to keep them at the job. If we do not pay them then we find that, as at Udi, all the instructors are schoolboys who come and go, and the result is that the instruction is not very good and the pupils take a long time to learn.

4901. Therefore you are going to pay them at Udi?—Only the special classes which Chadwick wants to add on to the other affair.

4902. It is rather a surprise to me that you concentrate only on writing and reading. I thought at that school there was a good deal talked about health?—That is in the booklets. They use them in reading classes; they read about health or agricultural subjects.

4903. I should have thought the first essential would be to try and get these people to appreciate the dangers that they run in regard to health?—I quite agree with you, but exactly how—

4904. I was told there by one or two of the teachers that since the mass education centre had been going people looked after their health better than they did before?—I think that is true.

4905. Therefore I rather thought they were talked to about it?—No; they read

about it in these booklets and then they pay a little more attention to the sanitary inspector or the D.O. or the doctor who comes round and gives them talks and messages. For instance, in one of the areas there has been a lot of guinea work in a village due to the people using a pool. They have had a well put in recently but they are still not using the well; they prefer the pool. But since the start of the literacy campaign it is said that people are definitely not using the old pool but are going to the well and are more receptive to progressive ideas.

Sir Peter Macdonald.

4906. Do you find that they remember what you teach them for any length of time?—That is what we have to find out. We have been at it only fifteen months and I should not be surprised if there is a certain lapse into illiteracy, which we hope to combat by keeping a continual flood of little booklets going, which we sell for ½d. or 1d.—about half what it costs to print them. I do not believe in giving things away.

4907. Friends of mine who were commanding troops during the war told me that when the men came back from leave they had to be put on the barrack square again because they had forgotten what they had been taught?—I should say there is some truth in that.

4908. We also heard it with regard to the groundnuts scheme. Is there some way of keeping their interest?—In the north we are going to start this month producing a news sheet. The preparing and printing of it is not a great difficulty; the difficulty is in distributing it to the villages. I think that will help to maintain the literacy of the people once they have been taught.

Chairman.] Thank you very much; we are very grateful to you.

The witnesses withdrew.

Adjourned till to-morrow at Jos.

TUESDAY, 13TH APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

At JOS.

Mr. R. J. SIMMONS, C.B.E., M.R.C.V.S., Director of Veterinary Services, called in and examined.

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman.

4909. In the first place, Mr. Simmons, we understand that you are responsible for all the veterinary services for the whole of Nigeria?—That is so.

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Mr. R. J. SIMMONS, C.B.E., M.R.C.V.S.

[Continued.]

4910. What is the staff position like at the moment?—The staff position is very very bad at present. I was just counting up before I left this morning, and I have on hand at present employed one Director of Veterinary Services (that is myself), one Deputy, three A.D.V.S.'s (one per Region), one Assistant Director of Laboratory Services in charge of the laboratory, 15 veterinary officers and two research officers. One of the research officers has not yet arrived; he is still in Cyprus. The other research officer is at present on leave and it will be some time before he comes back. So in a very large laboratory, which, in addition to normal routine bacteriological and pathological work, turns out well over two and a half million doses of virus and serum, is one qualified research officer (with two European laboratory technicians) carrying out the supervision of the work and the African laboratory assistants under them. You will appreciate the worry this is both to the Assistant Director of Laboratory Services, who is responsible for what is turned out of the laboratory, and to me as Director of Veterinary Services, because I am responsible not only to the Government but to the Africans for the stock which I look after. When I realise that I am turning out those millions of doses of viruses and sera and that every day as we progress we find some new things to turn out, and viruses and sera are very very delicate things, we wonder from day to day just exactly what is happening, and I do not like the position at all. We carry on, but at times I have had to call on the lecturers from the school to come and help us out. For a part of last year I had to use the Principal of the school as the Acting Assistant Director of Laboratory Services and I was very very fortunate because the Principal of the school is not only an educationalist but he is also a man who holds one of the highest diplomas for bacteriology, that of the London University; so we have been very fortunate. Our vacancies today are 12 field officers, professional officers, and 2 research officers. In other words, leaving out the administrative side, which consists of Directors and Deputies, our field and laboratory staff amounts to 17 bodies and our vacancies are 14. I would like the Sub-Committee to appreciate that in this Development Plan I was not given very long, as Mr. Pleass will bear out, and I produced it in a matter of days; so there are lots of little snags in it; but on the whole I am still content with the main policy, but at the time, having just come back from home, and remembering the grave shortages of professional staff, I did not ask on paper for hundreds of people whom I knew I could never hope to get. I asked for what I considered was the bare minimum which we could hope to take out of the pool, which pool is supplying the whole of the Colonial Service. Yet, having asked for the minimum, I am now

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50 per cent. short of what I considered was necessary to run on bare (one might call it) life and maintenance of the country. The fact that we are able to do so just now is entirely due to the enthusiasm, hard work and loyalty of our junior staff. When I say "junior," I mean young people in the field who find themselves pitched into jobs which they would not be asked to carry out anywhere else in the Colonial Empire. For instance, we shall have very shortly one man doing two jobs in various places; there is one Veterinary Officer for Bornu and Adamawe. You can see the size of them. You could probably tuck Scotland and England into that area. We have one man here who is running the whole thing, and when you consider that you have up *here* (*indicating on map*) French territory from which disease may come at any moment, and from up *here*, this man's woes are not far to seek. There are probably one million cattle, apart from the sheep and goats, for which he is personally responsible. We have another for Zaria and Sokoto. Just think of that, again, for one young man who is out here on his first tour. The man I have down at Bauchi has only been out here a few months. Normally, before the war, when we got a young veterinary officer we gave him a job as assistant to a veterinary officer before we gave him an area to look after. After all, whatever one learns at home in the university or at the college, it is mainly theoretical and the practical side is mainly that of professional medicine—not what we do out here, which is mainly public health. We control in this country the nomadic movement of probably 3 to 4 million cattle backwards and forwards. We control the life, from birth to death, of between 4 and 5 million cattle, and the health of 20 million sheep and goats. We know that we have these numbers, because our last return showed that we sent out of this country 8 million goat-skins last year of the untanned type. Our tanned was 80,000. Our total for goat-skins was 8,247,000 skins. Our cattle hides, in pounds, was 22 millions, and the value (not the value as leather but the conservative value of the stuff leaving this country) is £3,220,000. Then you must also realise that all these skins represent meat, in a country which is suffering from a protein shortage, every ounce of this is eaten, and meat is rather expensive in this country. Again, a conservative estimate of the value of the livestock trade in Nigeria controlled by this very small department is at least £10 millions a year. That is just cash, but the cash matters very little because after all we are responsible for the health of the foundation stocks, which is the bank balance of the Africans. We are trying our best not only to keep them alive by physics and sera but we are also trying to improve the type of his cattle. We cannot improve the type until we find out

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[Continued.]

what the drawbacks are to the different types. It is no use importing exotic stock for crossing or breeding if that stock, when it is bred and put on the market, will succumb straight away to the normal diseases of this country or to the normal adverse climatic conditions. Again, we have a school which we look after, and a laboratory, and until recently we had a food products scheme. Our food products scheme was started during the war with a view to filling the gaps made by the shortage of stuff being imported. We made bacon, ham, cheese, butter, clarified butter fat and lard, and our purchases from the Africans locally amount to roughly £30,000 a year. From that we turned out our bacons and hams to supply the northern areas, and our clarified butter fat and our lard go all round Nigeria. The Development Secretary will be able to tell you more than I can about it, but we are thinking again of this question of the production of C.B.F.

4911-2. What?—Clarified butter fat. Ghee is what they call it in India. A grant has been passed, I think. (Mr. Pleass.) Yes. (Mr. Simmons.) It is a grant of £90,000, which we will use in conjunction with the Department of Commerce and Industries in producing, we hope, a considerable amount of clarified butter fat for export home. The actual commercial side, fortunately for me, will be carried out by the Commerce and Industries people, but as we have the practical training we are to train experts as teachers to go out into the highways and byways and teach the Africans how to make this clarified butter fat. We will retain in the Veterinary Department the pork and ham side and the breeding of pigs, because we feel that in the breeding of pigs we are learning from day to day the various snags which will appear when we breed pigs for export as pork. I have in mind a scheme for producing pork for export either as pork or bacon, and in that I intend, with the Government's permission, to utilise the African to grow the pigs. Private enterprise, I think, would be the best way, now various firms are already processing bacon at various places, and I think it would possibly be best to allow them, at least for the time being, to go on processing the extra stuff wanted for export. So that when you consider the staff which we have in our Department and the multifarious activities in which we are engaged, you will realise that the future at times looks rather grave, because it only takes one or two men to go sick in this country for us to find ourselves in a very very acute position. We have not yet been able to staff the eastern region, except for an acting A.D.V.S. and one veterinary officer; nor have we been able to staff the western region at all. The western region will have to wait a bit longer; but as the main stock areas in this country lie in the north of Nigeria, and as the essen-

tial thing just now is to ensure that that stock is kept healthy, so that supplies of protein are available to meet the needs of the rest of the country, I feel it is still necessary to maintain the greatest amount of staff in the northern parts, at the expense of the southern parts. I hope that when staff does arrive we shall be able to open up the southern areas to a much greater extent than at the present time, but even then there will have to be investigations made because we are faced there with a large amount of tse-tse fly country, and not only do we have the tse-tse fly but of course we have that other trouble which is just as bad, viz., trypanosomiasis, caused by mechanical transmission outside the tse-tse areas. That, roughly, is the set-up that we have today in Nigeria.

4913. Thank you; we are greatly obliged to you. Now can you tell us anything about wastage? Are you aware of any of your present strength intending to retire without replacement?—One of my A.D.V.S.'s says he wishes to retire this year and go into private practice. Another one of my officers has gone home and he says he is not coming back. Another one of my officers cannot make his mind up about it; whether he will come back or not, I do not know.

4914. It means, therefore, that there is no replacement in sight for these experienced officers, does it not?—None, Sir.

4915. Have you not got sufficient experts amongst your junior officers to fill those appointments?—I think we could, probably. Some of our junior men, who have been out, say, 9 or 10 years, and who have been forced into doing bigger jobs than they should have done, and who have had to accept responsibility heavier by far than young shoulders should be called upon to bear, should probably now be given the opportunity of promotion. I bear in mind also the fact that I have come from East Africa, and I have met most of the veterinary people of the world, and whether we wanted to or not I do not think we could entice anybody here out of East Africa, because they are in the same position as we are in as regards staff, and there will be certain of the senior posts going begging very soon, so the best senior men on that side would not come; and the senior men of what you might call the wrong type or too far down in the staff list would not come here because they would not get any more for coming out here. They would prefer to stay where there is a better climate, waiting until they get what will be better pay and better prospects. The thing about East Africa is that you have in Kenya a good climate and you have educational facilities for children; so that officers either in Kenya, Uganda or Tanganyika, or even down in Nyasaland can send their children up to Nairobi to be educated, and can have them back again for their holi-

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[Continued.]

days, so it is difficult to bring any of them across from there. Apart from the top ranks, say a Director or a Deputy Director, you are unlikely to get any replacements of senior officers from anywhere. But what we do really need more than senior officers are young people who are still young and healthy enough to get out and walk about (or ride about) and see the country on their own flat feet.

4916. Can you give the Sub-Committee any idea as to what you think might be done to encourage new entrants to come here?—Well, Sir, it is rather difficult, because, as you know, there is a very grave shortage of veterinary officers at home, there is also a grave shortage of veterinary officers for the Ministry, and each one is cutting the other's throat to get the next man who comes out of college. The Secretary of State himself told me the other day that every final-year student at home has a job in his pocket waiting for him when he comes out; as many of the older veterinary surgeons are feeling the strain of the war years when the work was exceedingly heavy; so they are now taking in some of the youngsters. In order to get them, they are offering them quite a lot, which they never offered me. They also talk about giving a man a house if he is married, and they talk about time for recreation. I never heard of that when I was young. Then they also say that there is a possibility of a junior partnership later. If you get a young man coming out today, especially if he is an ex-soldier and he is 25 to 35, and he is offered a job at home with a junior partnership in front of him and also other inducements offered to him, such as a house and probably a motor car, and he has been about the world and seen a lot of it himself, he will probably prefer to stay at home and take what he can get and what he is guaranteed, rather than take a chance in coming out to the colonies where we hear every day (with all due respects to you gentlemen) mentioned in the House of Commons the Africanisation of the country and the home rule question and things of that sort. You find young men at home saying: "We have left India: we hear they are leaving Palestine. If we go out to Africa and forsake general practice, which is pure medicine and surgery, and we do 10 years in Africa, no matter what the Government gives us or does for us, when we come back after 10 years we will have lost touch entirely with professional veterinary research as it exists at home, because every day today we are advancing scientifically and dealing with matters which a few years ago we never dreamed we could deal with, and every day I shall find myself drifting further and further away from my colleagues at home." This appears very clear to these young men. You may agree or not, but as Director of Veterinary Services of this country and with a knowledge of most of the conditions,

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I cannot foresee the African being able to administer the veterinary work in any of the colonies in Africa for many many years to come. He may be filling the job of just a veterinary officer; he may be doing very well as a provincial veterinary officer, looking after the best part of a million cattle; but it is different when it comes to dealing with erosion, forestry, agriculture, water, and every conceivable thing which is connected with our work, I feel there will be an opening for all the best men that we can get from home for 20 to 30 years to come, and I feel that if that was impressed upon people at home, or mentioned more frequently to them, some of our young men still with the spirit of adventure in them might come out and might help us to tide over the next one or two decades.

4917. You mentioned the openings now offering to young veterinary officers coming away from college. Have you any idea of the sort of figure of salary that they get at home in those positions?—The average just now, I am led to believe by Mr. Smith, who was Chairman of the Committee looking into the question, runs from £500 to £600 a year to start with, and then in certain of the very busy areas where the livestock is very valuable they get a percentage of the takings. That brings me to another point which I wrote to the Government about the other day, on the question of recruiting. I do not think it is the initial salary we offer in the colonial service which keeps people from coming; but I think it is the fact that in later years, when they have been 15-20 years out in Africa and when they have really cut themselves off from home life, there is then not sufficient offered. After all, when I first came out to Africa I will admit that it was not only the veterinary work that enticed me out. I had been through the 1914-18 war and I could not settle down at home afterwards. I qualified after the war and I came out because Africa then offered a very good life. We went on safari and we got plenty of shooting. My average month was 28 days out either on my own feet or on a motor bicycle, out of each 31; but during that time I also had a gun-bearer with me and I had a bit of shooting at the same time; and I did have a very very pleasant life of it. We had very little of this paper work which we have today. We never put pen to paper until we came back at the end of the month. But today you have got telegraphs and telephones and motor cars and office work and not very much of the fun of life going on, and the youngster today says: "Why should I exchange the work at home for the work which I will get in Africa," which is probably only 20 per cent. professional (and a lot of that is disease-control), and the other 80 per cent. is sitting in an office or going out inspecting hides and skins, or doing some job like that which very few young men are in-

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terested in, and which only older men are able to appreciate are the things which matter economically. It is no hardship for me to go and inspect a warehouse full of hides and skins, nor to sit down and work out a plan of campaign to control disease, because I realise that that is the only thing which will justify the veterinary service anywhere in the colonial empire. I do feel that, with these young people today and with this very grave shortage of staff, we are in the market and we have got to pay the price or leave the sale, and whether we think a veterinary surgeon is worth this much or that much as compared with other people, is not the point. The Government (and I mean both the home and the colonial governments) is apt to say always: "How can we give you more pay, because say the Police do not get it?" The point is today that there are very few veterinary surgeons in the world and we have to find them, we should offer them something more in the later stages. Our Senior Veterinary Officers, our Assistant Directors, our Deputy Directors and our Director (I count myself in), we all come down I do not say low, but fairly low in the list. I am counting myself, though it does not matter to me now as I retire soon, but it is part of the evidence which I have to give; and I rank in salary the same as the Regional Director of Medical Services, not even the Deputy Director of Medical Services; and so it goes on; each one of my people is two or three scales down. As you know, money does not matter very much because they take an awful lot away from you in tax, but when you are young you think a lot of your status and standing in relation to people who are your "half brothers" in medicine.

4918. One of your points is that you must raise the status and raise the salary with it of the highest grades?—I think you should start when you get to £1,000. That is the top of the grade. After that, a Veterinary Officer gets nothing extra until he becomes an Assistant Director. After that you should try to find some extra incentive each time, because it is at the end of say 15 years that a man reaches his S.V.O. ship and is beginning to look round to see what other appointments are in front of him again. For instance, in the case of two of my very senior men I offered them and had them gazetted as Assistant Directors, and they both wrote and refused. They said: "It is not worth it. We prefer to stay outside, because if we come to Headquarters we get a bit more money, we know, but we lose most of it because we are living in a very large station and we are losing touch with the work which we prefer to do." Had there been a little bit more money in it, those two men would not have turned it down. There may be some others who may say "It is worth it, because as I get older it will add a bit to my pension, and I am

not fit to go home as a general practitioner."

4919. From the point of view of the Estimates, which we are considering, from what you have told the Sub-Committee I gather that your Veterinary Department amounts to over half a million pounds?—Yes.

4920. It looks to me as if that money cannot be properly used unless you have the staff you require?—Quite.

4921. Also, it looks to me to be more money than you can possibly use, and you are in the position of having far more money than you can do with?—Far more, yes.

4922. It surely then means this, that judging from the evidence you have already given there will be waste unless you get your proper staff?—Quite, Sir.

4923. And that this matter must be looked at again. In regard to the Veterinary Training School, we were told that all structural work in connection with the School had been completed by 1945?—Yes, Sir.

4924. And during 1946 the School was established as a training school?—Yes.

4925. And there were 39 students in attendance on all courses, and in spite of the difficulty in the recruitment of training staff the work was continued because of the engagement of two women educational officers temporarily and the assistance of a number of Veterinary Department officers as part-time lecturers. What about part-time officers or people being brought out here on a short-term engagement with a view to lecturing?—That does not hold good now.

4926. This paper is supposed to be an up-to-date one. It is signed on the 7th March, 1948, and it deals with the Ten Year Development Plan?—It is quite a bit out of date, nevertheless; it is probably four or five months out of date.

4927. Did you in fact have any of these temporary people?—We utilised officers who were in the laboratory and headquarters officers who were working in the field round about, and we chose various men who had certain abilities. One man was good in bacteriology, another man was good in physiology, and we used them as part-time lecturers; but that does not help now. Since about November of last year we have had the school fully staffed. That is the one bright shining light.

4928. We will see that tomorrow?—Yes.

4929. Your policy from the point of view of the Veterinary Service is to have your field officers in touch with the cattle owners and so on?—Yes.

4930. And you are making these enormous dosages of serum and so forth, but the more you make of that the less possible will it be to use it, because who is

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going to inoculate the animals—you make the serum but who is going to inoculate the animals?—Just now our actual work in the field is done by trained African staff.

4931. They are competent to do that?—Yes. Some of the youngsters who have shown they are fairly bright at the end of two or three years pass a small examination in English and come into the school for one year's special elementary training. The others who are a bit brighter and have a much higher education, but who are not educated sufficiently highly to go in for the Assistant Veterinary Officer course, come in and do a complete three years special course.

4932. How many of these have you altogether?—In the Senior Assistant Course we have 24. Those are: first year, 10; second year, 5; third year, 9. The education standard of these people is either middle six or the Senior Cambridge Grade 2 examination. Our junior Veterinary Assistants number 14; educational standard is middle 3 or middle 4, which we have found does not mean very much, we give them a small examination in English in order to ensure that they are able to understand the sort of rudimentary teaching which they are given. Above all those we have the professional class, the Assistant Veterinary Officer, and we have only four of those. They are all in their second year.

4933. Where do you recruit these people from—are they mostly from the south?—Of our three year men—the Senior Assistant class—many come from the south because of the educational qualification again, but we hope that we will get more and more from the north as the education improves.

4934. Is there any prejudice of the northerner against the southern Veterinary Officer?—He is bound to be prejudiced because the southern Veterinary Officer, when he does go through, knows very very little about the life of animals at all, except what he picks up at college. He usually comes from one of the bigger towns where he is given the opportunity of getting education sufficiently high for him to enter Ibadan University College, or Yaba as it was, and the result is that when he comes to us he knows very little about livestock has probably never seen a horse, and probably only the odd cow here and there. He comes from people who are not livestock-minded, and he has to get down and learn everything for himself. He is, of course, in much the same position as a scientist is, engaged on soil science, when he goes out to see an old Scottish farmer to tell him what to do with his land, and I am afraid the African is in much the same position, except that he knows even less from the point of view of personal experience, for they are not animal lovers, they take a long time to learn, and many of them are rather scared of the larger

animals because they have never had anything to do with them, but we are gradually breaking them in. I do feel it will be a long time before the southern Veterinary Officer is going to pull his weight amongst the rather proud and arrogant races of the north, especially if he goes to places like Bornu and Maiduguri; they are very very tough people up there.

4935. In other words, until you can get to the stage where the northerner can be educated sufficiently to enter into the profession, you are not going to get many Africans really useful for your work?—Not for the actual work in the field. We will use them to assist the Veterinary Officer and relieve him of a lot of routine duties. He can be used for inspection of livestock and in microscope work and field laboratory work, but he is not tremendously useful in what we need, that is, the fundamental investigation into the problems which face us.

4936. I suppose some of them could be used to relieve your highly qualified officers in inspecting hides and that sort of thing?—Yes, and in inspecting livestock. We are responsible for the passing of livestock down all the trade routes. There are probably 800,000 cattle a year going down them. Each one of these has to be inspected. They carry permits. They may carry disease into clean areas if they are not checked carefully. These people we train can be used for a very very vital job like that of inspection. They can be used to a considerable extent but they still cannot fill that aching void in the field, for which we need a highly trained European officer. Even although the man from home has to get down and learn African conditions, he has at least been brought up in an era of general control. He has heard of foot and mouth and he has seen it; he knows it can be carried round about the country. He knows that anthrax has to be reported to the police and to the Ministry; he knows control is effected and is effective at home. The African's idea of general control is nil; that is the trouble.

4937. And they do not report diseases?—It is awfully difficult to get them to report. They do not appreciate it; they will in time. What we feel is that we could do with as many Africans as we can get for our school, because, even although we have to hand pick those who come through (and the best of them will undoubtedly be fit for work in the north) we can still use the others for work among their own people in the east and west, where a lot of the work will be amongst the pigs, sheep and the goats, and where they will be able to carry out, as some of my people are doing just now, general surveys of country to see in which areas you can have stock, which areas are under the direct influence of tse-tse fly or are indirectly controlled by tse-tse fly through the spread of

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trichinosis by biting flies. We have an enormous amount to learn about this country before we can set forth happily to open the place up as we would like to see it; which leads me to the point of the policy behind the Development Plan I have produced. As I said earlier on, there is nothing new about it, but what I did want to do was to use development money to put us forward much more quickly than we could have been had we been dependent entirely on funds from central Government. Having done that, we would then, I feel, be able to leave the industry to develop by itself, because I have no wish to see money sunk in an industry just for the sake of making it look nice on paper. I want this industry to be self-supporting, so that when the development money is finished there will be no question of it sinking into the slough of despond again.

4938. We were told at home about this scheme for a central abattoir in the north-west, which would be a joint effort with the French, and apparently there are a certain number of people who consider it a feasible scheme. Would you just give the Sub-Committee your view on that?—When I was at home I saw Sir Frank Stockdale last year twice regarding this suggestion, I went home recently on the conference on food supplies and it came up, not in connection with the French helping us, but for ourselves to start it off. I know a little bit about the canning industry, having been, to my sorrow, mixed up with it during the war with Leibigs, Kenya; and the great thing about it is that you must be able to guarantee a regular supply all the year round, not seasonal supplies. You must also be able to guarantee regular supplies to markets every week or month or whenever they want to have them, and you must be able to guarantee that economic pressure brings those cattle in at a reasonable price, so that it can be canned. In the early days cattle were brought down to the Athi river from Northern Tanganyika and sold at 26s. a head, but as the African stock owner got the money he required for his minimum needs so did the reserve of stocks being supplied monthly to Leibigs begin to fall. They put the price up and up and today it is running at about 60s. to 70s. a head. Those cattle have to be walked many hundreds of miles before they get to the Athi river. Here in the north decent cattle are selling at from £10 to £12 a head, and fat cattle are selling at anything up to £20. You could not buy an animal on four legs with which it could walk today for under £6 or £7; you certainly could never guarantee a supply. I asked Leibigs if their figure would be in the region of 60,000 head a year and they agreed that they would consider a cannery at that figure would be worth starting up. I could never guarantee to bring in 60,000 head of cattle a year at regular intervals to a cannery in order to keep them

going. We have to remember, too, that the sale of livestock in Nigeria especially is a very very delicate and difficult thing, in that you have what is really a traders' ring and a butchers' ring which have been evolved throughout centuries. A man may buy his cow up here, he is a Hausa trader willing to live on a few pence in the hope that it will become a few pounds. Then he will walk round until he can entice a Fulani to exchange one old cow for a roll of cloth. The Fulani have few wants and money means nothing to them once they have paid their tax and bought some cloth or a blanket; so a trader goes out and gets one animal, then he exchanges something and gets a second, and then another one and another one and another one, and at the end of two or three weeks or four or five weeks, especially if it is just before the cattle tax is collected, he will bring them into Sokoto and sell them to another Hausa trader who has been in the game for fifty years, who will walk them down to Zaria. He does not want to be away too long because he still has his trade up here in groundnuts or hides and skins, and he gets down to Zaria and turns them over to another fellow who will pay him more than he gave for them; so cattle starting there in the north end up anywhere around here in the south at the end of two months. There is no such thing as a large cattle market to which people regularly bring cattle which are offered for sale by auction. We are trying to start one or two going. We have a grant for Funtwa, where the Agricultural Department, with our assistance, is trying to enlarge a small market they have got going there, but there is nothing comparable with the markets at home or in Kenya or Uganda, because we are fighting against a different African system here. I should hate to see any scheme of canning starting up, because I would be asked straight away to guarantee them 60,000 head of cattle a year, which I could not do. I would then have to whip round to get people to bring in cattle. I should have to ask the administration to use pressure. It might be called by another name but it would still be pressure, because they would have to make them bring the cattle in. Most of the Fulani people have no great need of money, and they would not bring in any more than they required to sell for their immediate needs. The present system which has been evolved throughout the years produces cattle on the hoof, although some of them go by train, to supply the meat hungry people in the south. We have not enough meat for the people in the south. We know from the hides that go out that we probably kill anything from 600,000 to 800,000 head of cattle a year. If you reckon that you have 4 million cattle in this country that the ordinary vicissitudes of life take away a certain percentage each year, if you are also slaughtering 600,000 cattle a year you

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are taking as many out of your foundation stock as you can afford to take at present. Again, one must remember that the African stock owner in this country keeps a herd of cows and not many bullocks, which mean nothing to him. He may kill and eat them when they are small or may not let them live for the want of milk. If you look at a herd by the roadside of 100 animals you will be very fortunate if you see three or four bullocks amongst them; so that when you think in terms of slaughtering cattle for meat to put in a can, you may find yourself in the position that I found myself in in Uganda, where I pushed and pushed at the sales of livestock so much and was so terribly pleased with myself that in the end I found that in order to get the right prices being offered in the auction markets the people were killing cows in calf, and in an area which supplied us with our best bullocks for ploughing they had not even got the bull in the herd to do his job with the cows—not a bull left, because they were castrating the bulls to sell for bullocks, owing to the fact that we pushed this marketing system so that prices for slaughter stock rocketed up. If we kill over 600,000 and we add to that an ever-growing canning system, I fear—I may be wrong—it would tend to eat into the herds of the more progressive people, who are the people we want to keep the cattle, because the progressive man would be the man who would weigh things up and say, "I want a bicycle" or "I want some corrugated iron for my roof, so I will sell that cow and that cow." The old man who still thinks in numbers not quality would not sell to a cannery.

4939. You have said quite enough to convince us that there is not much in that scheme, because it does not seem to me that, the experience of the country apart, you can afford to dig into your foundation stock at that rate?—I hope that in future as we progress with our animal management and animal husbandry schemes, with the extra staff, we can afford to kill more but that the killing will be for the people who need it badly here.

4940. May I ask you to say a word on the question of the tse-tse fly and the steps that are being taken to combat it in this part? I understand from you that there are certain areas where you consider that, if steps were taken to clean out the bush altogether and develop it on a large scale, it would enable you to be happier in regard to the damage done by the tse-tse fly. What is the co-operation between the Forestry Department and the Agricultural Department and the Survey people and yourself in regard to a scheme of that sort?—Well, when I came here there was not very much co-operation on it, because most of the work done was sleeping sickness work done by the medical people. They themselves were very hard up for staff and they were

naturally interested primarily in sleeping sickness. Since I came here, I do not say I started them, but various schemes have started up. One has been the scheme of having what is really a West African tse-tse and trypanosomiasis research unit. It has now been changed to a trypanosomiasis research unit. Where the tse-tse comes in one cannot quite make out, but that is by the way. The point is that we have today just starting off under Colonel Mulligan a research unit into the problems of tse-tse and trypanosomiasis but it is to be a purely research centre. We also hope to have (it has not yet started but it is on the table) reclamation units. There will be one vast unit probably for Nigeria, which will be, I hope, subdivided into units for regions and in the years to come probably for provinces. Meanwhile we have yet to survey the tse-tse areas properly to find out the proper demarcation of these tse-tse belts. I myself, being interested in it from the point of view of the movement of stock, have Development Officers paid for out of your funds doing investigational work down the main trade routes of the country. Some of the ex-soldiers with their Army training have produced for me some very interesting maps covering hundreds of miles of trade routes, showing the forests, the trees, the tse-tse, the water and the snags which we will strike. We hope once we finish these surveys on these main routes that we shall see some clearing done in places where we think a little money will go a long way. In a country like this we cannot face clearing hundreds of square miles but, where we are dealing with tse-tse of the riverine species we can probably, by the use of a little money, do some clearing and open up that part of the country to the movement of livestock. It would be a start, anyhow. We should then, think in terms of opening up much larger areas to the settlement of Fulani cattle owners. In this we shall be guided by the work done by the sleeping sickness people and in the work done eventually by the research people, who will find out how far they can go; because, after all, it would be rather dangerous to go dashing into an area in which you have also tse-tse fly but find within a month or two that the people you are working with have got sleeping sickness, or that you had not tackled it in the proper way and that you had still left sufficient fly to prevent you either occupying it with human or animal bodies. However, as I say, we have started and we hope to keep on. We shall, of course, also benefit by the East Africa work done by the team headed by Swynnerton at one time and by the reclamation teams starting in East Africa under Napier-Bax, the successor to Swynnerton. We have not got so far as that yet, but we hope we will in due course. I do feel there are areas in this country where, with the provision

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of water and with the provision of a few other amenities, we might persuade the people to go. In certain areas where we have tse-tse which carry the trypanosome of stock but not the trypanosome of man which causes sleeping sickness, with encouragement and money and luck there is no reason why within the next five to ten years they should not be cleared and planted with some crops. There is another thing very near to my heart, viz., they might also keep sheep and goats. They probably could not keep pigs because they suffer from trypanosomiasis severely, but if they kept sheep and goats they would tend to keep down the bush which might grow up in odd places. These sheep and goats would provide them with their meat, and probably some day, by crossing the local goat with a good milking goat, they could be provided with milk for themselves and their children. It all lies in the lap of the gods, but there is no need to despair. Here we do not have huge areas of country infected with glossina morsitans, the plains type of tse-tse, which is the bane of the existence of people in Kenya, Uganda, Tanganyika and Nyasaland, and the elimination of which is one of the aims of the groundnuts scheme. The morsitans fly does not need water to a great extent but spreads out over vast areas where it has sufficient shade from the bush. We do have them in Nigeria but not to the same extent; and, of course, we do have these other tse-tse which inhabit river banks and the edges of water courses, where the thick growth gives them a chance of living. If we clear those areas and we have the money to maintain them pending the arrival of people to live there, it is quite possible that in time we may open up the area with livestock. In addition to giving people a chance in fruitful country lying under bush today, it would relieve the pressure on areas which have been cultivated chiefly because they have not tse-tse fly and have water, and as a result have been over-cultivated almost for centuries.

Chairman.] We are much obliged to you. Would you be good enough to answer questions addressed to you by members of the Sub-Committee?

Mr. Yates.

4941. When you spoke about students in the universities having jobs in their pockets, did you mean jobs booked for them at home?—Yes, at home.

4942. And so there are very few forthcoming from the universities?—I am afraid not, except the odd man who still wants to go abroad. We are still in the transition stage, where a lot of people who have been around during the war are happy to stay at home. Probably in three or four years' time they will get "browned off" and want to come out here. After the end of the last war quite a few people stayed home

for three or four years and then packed up and took jobs afterwards. We may find in another two or three years' time a few more coming out; but, on the other hand, the number of jobs open in ordinary general practice will increase in proportion to the value of the livestock, which is increasing every year. Since the livestock numbers have gone down in the world the pedigree stock which are left are more valuable and there is a great demand for people to look after them, so we have to cut in on that market if we can, but it is very difficult. We do not say that every man who has a job in his pocket will take that job if he has something better offered him. We shall have to get down to it and do more propaganda. Carmichael, who was with me in Uganda, gave a lecture recently to the colleges and universities, and others have done the same, but we shall have to do a lot more about it if we are to get the men we want.

4943. It is the European officer you want, and you rather suggested, I thought, that Africans could not be trained?—Oh, no.

4944. They could not be trained, I thought you said, to the standard required?—They need many more years.

4945. How long do you think it will take an African to become as competent as a European officer?—It will not happen in this generation.

4946. Would it not be possible to send Africans to England to train so as to supplement the training you give them?—It is not the training; it is their general outlook and ability. Many of them are very clever, they learn up everything (some of them parrot fashion) you find the same thing in the medical profession, and they pass their examinations extremely well. I am talking not only of Vom but of the Makerere College, Uganda, where over a period of fifteen years we have turned out any amount of these young people, a percentage of them gave a first-class return, but a very large percentage fell by the way-side, either getting tired of the work or else going slack, and could not be trusted in posts of loyalty and posts of responsibility without direct supervision. Now I am sorry to have to say this, because I am just as eager as anyone else to have these Africans trained to take these posts; I realise that it is their own country and that they own the cattle and that one cannot go on for ever bringing European people out here; but when I said as regards the senior posts that they could not fill them, I still say they cannot do it. They may be able to in another 10 to 20 years to come. Eager as they are, they lack that sense which makes up for hundreds of years of training behind us, doing something not for our own benefit but for the benefit of the community at large and in general.

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4947. So you suggest that although the African can be very competent as a doctor or a medical man, he cannot as a Veterinary Surgeon?—Let me put it in this way. I said "direct supervision." With the medical man and others we find the same thing: a young man is trained as a medical man and he goes out; he goes into a hospital or into a surgery or a dispensary, where he is supervised in his early days and later on also. Now if we get our young men and we put them into the laboratories or the dispensaries they do extremely well, in fact they are first-class. They deal with their own people and they are keen and efficient. But put them out in the "blue," running a district on their own, they will start off very keen, but as time goes on they droop and droop little by little, or else they get so "browned off" with the work and with life in general that they ask for a transfer to some other place nearer their own conditions, which are the conditions in which they have been brought up. Although they have got "black faces," they are no more like their fathers and mothers who live out in the bush than we are. They have left those fathers and mothers at the age of 4, 5 or 6 and they probably have never seen them again except for an odd holiday. You have seen the picture at home, which portrays the two sides of the picture; the African doctor who returns home to Africa and finds that the old things of life just get him down. I hope we will be able to solve the difficulty of the future of most of these people from the south, because things are not so wild in the south as they are in the north; we will give them if possible a place in the township, a clinic and a small laboratory and microscopes and say "You will now carry out the work which you have learned when you were at college and university." But you see how difficult it is for them. You have granted a new life to them and they just cannot stand up to it unless they have got all the grit in the world. It is difficult if you take a man from the surroundings of a city like Lagos and put him out in say Sokoto and expect him to stay there and work with people whom he does not know and who despise him because he is cleverer than they are but less practical at his work. That is why I say that with sufficient European veterinary officers to go along and sympathise with them, and help them on, and give them a little bit of talking to, which they need now and again, telling them when they are doing a thing wrong and so on, they should progress quickly.

4948. Just one more question, bearing on the condition of the cattle: we have seen coming up here the condition of the cattle, which is really deplorable?—Yes.

4949. I would just like to know whether they are worse at this time of the year

than at any other time?—This is the worst time of the year to see them. This is the end of the long dry season, and many of them you see are making their way back from where they have been out grazing and watering during the dry season. They have come many miles, hundreds and hundreds of miles; others which you see are those which stay here during the dry season. You see this place is rather green now; ten days ago it was not.

Sir Peter Macdonald.

4950. On this question of cattle, we have seen experiments of a cross between the French Guinea Shorthorn and the indigenous cattle. Are you satisfied that that is going to be a satisfactory experiment?—Not yet. That is the Ndama type. We have still quite a bit to do before we are satisfied. That cross was started because it was understood that the Ndama type had a resistance if not an immunity to trypanosomiasis; but I fear that it is not an inherited resistance; it is only one which they have gained by themselves; so indigenous crossing may not gain any great advantage.

4951. The French have had considerable success with their cattle, have not they, in the Cameroons?—When I went to Dakar I asked the Director General of the Veterinary Section of the whole of the West African French territories whether he thought the Ndama stock had any inherited resistance to trypanosomiasis and he said "No," he had with him, the Head of the Laboratory Staff and he also said No, they had pre-immunity, which means that by living in a tse-tse area during their youth they gain a resistance as they grow older. That resistance may last for a lifetime, but not necessarily, and probably they cannot pass any resistance on to the young stock. In the Cameroons you have got a different type of animal there. They have just now in the Cameroons the Montebelliard, a breed originally brought in by the Germans many years ago, and also some obtained from French territory recently. I tried the other day to obtain from the Compagnie Pastorale in the French Cameroons some of their stock for the Cameroons Corporation, but they have not got any to sell. Apart from crosses the only pure-bred animal they have is one old cow and they cannot get any more from home. We could never think in terms of crossing in this country with any animal that we could not guarantee to be able to obtain replacements for from year to year.

4952. On the other side there are the pigs you are crossing, the large white and the indigenous bush pig.—That, again, is uncertain. We have bred many thousands of the large white pig, and I cannot see why we want to add any local blood to them while you get good bacon and good

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ham from them already. The only excuse you could have for doing any crossing of a good breed of pig with a local breed would be if by crossing you retained in the cross the resistance to the local conditions of the local stock.

4953. That was the idea in the past. You do not think it is necessary at all?—I do not think so, because you would still have pigs not resistant to one of the main trypanosomes, which is *T. simiae*, which kills them off very quickly.

4954. In this Research Institute do you keep in touch with the list of Institutes in South Africa?—We keep in touch with the Ondorstepoort one. We get their journals and we deal personally with them. I know personally Du Toi, who was the Head, and Mettam A.D.L.S. worked there for years. We maintain touch with all the laboratories in Africa, East, West and South, together with the home laboratories too, of course.

4955. You intend to run your research institute on the lines of the Uganda one, which I have seen?—The one actually in Entebbe?

4956. Yes.—We have a much bigger one than that, but we hope that it will eventually be taken over by the Colonial Research people and will become the Research Institute for all West Africa, where also we can see vaccines turned out on a commercial basis for everybody. From the field point of view we will guarantee that it is properly turned out, and scientifically we think the man who is turning out his vaccines and sera will keep his technique up to date if he is also doing the research.

4957. I have one last question: do the 2½ million doses that you distribute go outside Nigeria?—Last year we supplied 200,000 doses of a particular virus to Cairo, and we have supplied the Gold Coast and Sierra Leone.

Mr. H. D. Hughes.

4958. What sort of scale are you thinking of in terms of bulk production for export?—That is a thing I have not worked out yet, because by order of the Government that is to be done by Commerce and Industries, and it will be on a very large scale eventually.

4959. On what scale was your war-time food production scheme?—The Agricultural Plantations of Samaru and Shika probably turned out 1,000 pigs a month; but that is only a guess. We turned out chiefly bacon, etc.

4960. What was the reason for the discontinuance of that scheme?—Because we could not get rid of it at the time. We were producing a lot of it for the Forces. We had no refrigeration and we were left with pigs on our hands and we had no means of getting them down to the south.

4961. How will you manage under the new scheme?—You can send down bacon on an ordinary cool form of truck.

4962. You were not doing that during the war?—Not very much. As you will see tomorrow, we have only a small improvised plant with which we make all the bacon. Approximately 40 pigs per month.

Mr. Edward Davies.

4963. You referred to the difficulty in raising satisfactory bulls. You said that the indigenous population did not think much about bulls or they killed them off when they were young and did not let them continue. What progress has been made with artificial insemination?—We are working on that just now. We have a certain number of heifers under observation. We have one of our newest men specially trained at home working on it, and he is now collecting data to see the time when it should be done. He has all the latest information about it. He has just been up to Samaru and Shika to obtain records from the Agricultural Department, and is now artificially inseminating at Vom Headquarters. We have also two of our officers at home on leave who are attending a course of artificial insemination, and I hope that my Deputy, when he goes home, will attend the Milan conference. Artificial insemination at home or amongst pure-bred stock is comparatively easy, compared with artificial insemination in Africa, where the heat period of a cow may be anything from 2 minutes to 24 hours, if you do not catch it at the right time all your work is in vain!

4964. We are much impressed by the poor condition of both pigs and cows. Why do not the Africans feed their pigs?—Because the pig eats the same food as the man, and therefore they are both badly fed. The main food is carbo-hydrate. The pigs you see are owned by people who do not know much about it. The people who know something about it keep pigs in styes and grow them very well. Our piggery scheme has been running for some years. We breed the pigs and then we sell them out to Africans to fatten at so much a pound live weight. We have built the styes; we have leased them out almost free; and we buy the pigs back. We sell them the concentrated rations. We send inspectors out to show them how it should be done, and today we have quite a number of Africans who have very good piggeries producing very good bacon pigs indeed.

4965. So that your view is that while they eat the same form of food which the humans eat, there would, under some proper process of education, be sufficient indigenous food for them, provided the agricultural development ran alongside to support it?—Yes.

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4966. So that there are two phases of this development?—Yes. If we start this scheme for export, we intend raising these pigs in the grain-raising areas, where surplus grain, at the end of each season, can be easily bought. I do not believe in having huge units owned by some African or other concern, but instead should scatter them about and have supervising officers to go round who are experts in pig management, giving advice and seeing that proper nutrition is carried out. The African owner of each piggery should make his own arrangement to buy his surplus food.

Wing Commander *Hulbert*.

4967. I gather that your principal headache is staff?—Yes.

4968. Is not it a fact that the Royal Veterinary School is always full of students, and that their output, according to you, is always taken in the home market?—The Royal College of Surgeons for some years has not been very full. Just since the war it has had an inrush. The veterinary profession is suffering greatly from the ignorance of the public as to the necessity for having a veterinary surgeon. You have your years of leanness but very seldom have your years of plenty.

4969. Today there is a shortage of veterinary surgeons at home and in the colonies?—Yes.

4970. And you have stated that most people prefer to stay at home?—Yes.

4971. Recently you have had out here that Commission. Have they considered the terms of service of veterinary officers?—I do not know.

4972. As far as you know they did not come and see them?—Not that I know of.

4973. Do you envisage that within the next ten years you might be able to produce good veterinary surgeons here?—In ten years? Yes, again for districts and some of the smaller provinces.

4974. It is not their professional qualifications you are quarrelling about, but their lack of responsibility?—Yes.

4975. Have you ever sent any African students to the Royal Veterinary College?—Not from here.

4976. Is there any reason why they should not go?—No reason whatever, except that I would sooner they stayed here, because we can instruct them in the medical veterinary problems which they will have to deal with in a much better way than they could in London, and we do have today, I feel, very highly skilled men in our school as teachers.

4977. Is the standard of training here the same as in London?—It is as near as we can make it.

4978. Is your degree interchangeable with a London degree?—Not yet.

4979. Would it encourage the African if he had equal status with the London man?—I should say that some day not far off he will have, now we have a basic salary. Is there any reason why an African, when he is confirmed, having done his period of probation, and when he has been in long enough for me to satisfy myself that he is a worthy man, should not draw the basic salary of a qualified man?

4980. Regarding this system of notifiable diseases, does that work satisfactorily and do the Africans co-operate with you?—He does on many occasions, and he does not on others. A lot depends on whether it is going to worry him; if it entails his moving his stocks, he is very chary about it. If he is dealing with a disease like pleuropneumonia, it is very difficult; we are telling people to report the presence of that disease very early, and where we have to slaughter any of their stock for diagnostic purposes we pay them the full market value.

4981. Have you any officer who does educational or propaganda work with the Africans?—We have one man called St. Croix, apart from all Field V.Os.

4982. One man for the whole country?—Yes. He is called an Education Officer. He is not a qualified veterinary officer, but he is a man with a very wide knowledge of the problems of Africa, and he talks most of the languages, especially Fulani.

4983. Is it possible to educate the Africans on preventive medicine through the schools or the radio?—They are learning very fast now. We have very little difficulty in getting them to come in today for immunisation work. A few of them do not come if there has been no trouble, but their appreciation of the work done by the veterinary officers is almost 100 per cent. But the position when they should report something affecting their own stock is no better or no worse than it is with any farmer at home.

4984. Are your officers allowed to engage in private practice?—No. Any private work which is done is supposed to be charged for and the money is paid direct into Government funds. That is the regulation.

4985. Driving through Nigeria one meets millions of goats. Would they be carriers of any disease?—They may carry pleuropneumonia.

4986. Is there any trouble over that?—We go in for wide-scale immunisation against that disease where necessary.

4987. Anyone can let his goats wander all over the place?—Yes.

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4988. They are kept purely for meat, are they?—And for their skins—in fact, mostly for their skins. The price of skins having gone up, a goat is worth much more dead than alive.

4989. We have been told that the Fulani attaches a certain social prestige to the number of cattle he has?—Yes.

4990. Has he got any growing feeling for quality; has he any pride in increased quality?—Some of them have, and it will come in time.

4991. That is one of your objectives, is it?—That is one of our objectives.

4992. But your more hopeful objective is to educate the Hausa?—I would not say that. Some people do not agree with me, but I hope that the Fulani will eventually settle down and become a mixed farmer himself. It is very much easier to make a stock-breeder a farmer than it is to make a greengrocer a stock-breeder. We cannot turn them into displaced persons and let them roam about the world.

4993. To whom do they owe allegiance?—To their own emirs. They have got two allegiances, because they owe allegiance to the emir, but they also owe allegiance to the ardo, the local fulani headman, and that is permanent, whereas the allegiance to the emir is only fleeting so long as they stay in his emirate.

4994. Are the emirs helpful in mixed farming?—Very.

4995. Are they the sort of people who could offer prizes for better quality farms and animals?—They would, but I doubt if the time has come to get the nomadic Fulani to bring his animals in for shows and prizes. It is going to take time. After all, this is not the only part of Africa where we have a Fulani type there are similar tribes in most other parts of Africa, and they are all of the same stock. There is no reason why they should not settle down here.

4996. As regards the improvements to be made in getting the cattle down from the north, do you envisage that African firms will take a lead in this?—What we do envisage is running these trade routes as a well-run show along the lines of a railway system with guaranteed facilities.

4997. Will that be as a corporation?—No. We still want to leave that in the hands of these "locals" because there are thousands of them earning a very good living, and they know the sort of snags they are up against.

4998. How will they be organised?—By themselves. As we open up this route, it

is intended that we should start outspans or stopping-places every 15 miles or so, and at these points foodstuffs for the livestock will be offered for sale either by the native administration, who will make a little profit out of it, or by local people. By doing so, your stock will travel better and quicker, and eventually the odd "little people" will become absorbed or will coalesce then you will come down to probably more of a co-operative form of movement of livestock than we have today.

4999. So you have confidence that there will fairly quickly and spontaneously grow an African control system?—An African organisation which fits in to a general control system.

5000. In that case would not such an organisation desire to employ its own experts? I am wondering whether this would loosen the strain on your service by these corporations, organisations, co-operatives, or whatever you call them, employing their own trained experts in cattle?—It would always be a very loosely bound organisation. I hope it always will. If it becomes too closely bound you will have a lot of exploitation. I would like to see plenty of competition amongst these people, but even then I do not see how it would fit properly into the economy of this country. If there is to be any breakway from Government-employed experts—central Government—then those experts should be employed by the Native Administration who already are controlling to a great extent the work which goes on inside the country, as you know.

5001. But you do not think the distribution side should be organised on a non-profit making basis?—I do not think so. I think we should leave it to the ordinary local commerce to go on as it is going, employing thousands of local people, as it does, and satisfying the want of every Hausa man to be a trader of some kind. He would come in and break any organised show, African or European organised. Let him develop by himself and you will gradually have, as in most parts, one or two people to start with growing into dozens, and then; as development goes on, coalescing into groups, each putting in so much, each group being in ordinary competition against other similar groups.

Chairman.

5002. Well, we have occupied a lot of your time, but you have given us a great deal of information. We look forward to meeting you tomorrow and visiting the School and seeing some of the livestock?—I shall be very pleased to see you.

The witness withdrew.

Adjourned till Saturday at Kano.

SATURDAY, 17TH APRIL, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkin.
Mr. Yates.

At KANO.

Mr. H. W. PARK (United Africa Company), Mr. A. C. WALKER (John Holts), Mr. L. E. T. EVANS (G. B. Ollivants), Mr. F. P. MACKENZIE (London and Kano), Mr. S. RACCAH (Merchant) (representing the Kano Committee of Groundnut Buying Agents), Mr. R. B. HOOD, Engineer-in-Charge, Kano, Nigerian Railway, Mr. A. F. W. HARRIS, Assistant Traffic Officer, Nigerian Railway, and Mr. A. B. FARLOW, Deputy Controller, Motor Transport, called in and examined.

Mr. C. J. PLEASS, Acting Development Secretary, in attendance.

Chairman.

5003. I have something to say to you formally, gentlemen, and it is this. This is not a delegation from Parliament but a meeting in Nigeria of a Sub-Committee of the Select Committee on Estimates of the House of Commons. This is the first occasion on which a formal Select Committee has ever been to any British colony. All your evidence will be taken down and will be used by the Sub-Committee. The next point is that I do hope you will use this occasion to tell us very frankly what you think the real bottle-necks and problems are and how the Sub-Committee may be able to help you, because we are very conscious of the desperate position which you are in here and the fact that the United Kingdom does require this produce very much; and therefore we are very anxious that you should make the most of this occasion.

Now, for the purpose of the record, Mr. Park, you are Chairman of the Kano Committee of Groundnut Buying Agents?—(Mr. Park.) Yes.

5004. And you are appearing before the Sub-Committee in that capacity?—Yes.

5005. Would you tell us in your own words the size and nature of the problem and your suggested remedies?—I think I can best start off by giving you some figures. The communications in this country being what they are, it takes time to collate factual information, with the result that the figures for any week, closing on Thursday midnight, are not available till the following Monday; so I am starting off with the figures for the 8th April. The total stock of groundnuts on hand, new and old crop, as at the evening of 8th April, 1948, was 296,813 tons. Railments, according to declarations by members of the Committee, from the 13th November (which is the end of the first week of the new season) until the 8th April total

108,503 tons. I have here a list of the weekly railings, which will indicate to you that the progress which we had hoped to see in the railments of the crop, far from being satisfactory, is in our view appalling, and the situation is becoming, not to mince matters, critical.

5006. It is deteriorating all the time?—Yes. May I read out these figures?

5007. Yes?—Week ending 7th November (this is one figure for the total railments of old and new crop), 5,997 tons; 13th November, 7,204; 20th November, 6,125; 27th November, 6,126; 4th December, 5,939; 11th December, 5,978; 18th December, 5,431; 25th December, 5,884; 1st January, 1948, 6,013; 8th January, 6,032; 15th January, 4,858; 22nd January, 5,611; 29th January, 4,557; 5th February, 5,257; 12th February, 5,249; 19th February, 4,727; 26th February, 4,231; 4th March, 3,605; 11th March, 3,208; 18th March, 3,619; 25th March, 3,417; 1st April, 2,927; 8th April, 2,505. There, gentlemen, you have before you the picture of the railments of between 6,000 and 7,000 tons average in the early part of the season, dwindling down to a total of 2,505 for the week ending 8th April. I think those figures speak for themselves.*

5008. Are all the groundnuts of this last season in?—Practically all.

5009. They are practically all in?—Yes. The total purchases for last season were 313,168 tons up to the 8th April.

5010. And your stock today is 296,813?—Yes.

5011. And that has been added to slightly, I suppose, by stuff coming in?—We estimate that this will reach the total of 315,000 tons, approximately; that is our estimate.

* See Appendix 7 to Report

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5012. So we may assume that this season's crop, as far as this district is concerned, will reach a maximum of 315,000?—Yes.

5013. So that is the figure we have to equate with the railing away?—Yes. That is as far as purchases are concerned, but we have also still with us a stock of 1946-47 groundnuts; that is the previous season.

5014. Do not these figures include that?—The figures I have just given you for the purchases are the purchases for the last season, but in addition to that there were stocks held of the previous season unrailled which, up to the 8th April, amounted to 22,397 tons.

5015. Have they to be added to your estimated 315,000?—It depends what information you are seeking. If you add the present stock of old crop to the total purchases and deduct the railments of new crop, then you arrive at the figure of 296,000. It will be a bit more because there are 2,000 tons expected to come in, but I have given you a figure of 296,813 tons as a total of stock on hand as at the 8th April. That figure includes this 22,397 tons of old crop, so that there is a stock of 274,416 of new crop. That is the position with us. As far as we can see, we are dwindling down to a weekly rate of railment of 2,000 to 2,500 tons a week.

5016. Is the Sub-Committee right in thinking that this problem is really a matter of transportation, chiefly?—Yes, in my opinion it is chiefly a matter of transportation from Kano to the coast.

5017. Can you tell us anything about the representations made by your organisation to the Nigerian Government as to this situation, unless certain action was taken—you wrote certain letters in the year 1945-46?—Yes, we certainly did write letters.

5018. What was the earliest date when you represented the situation that would arise?—We have had many meetings and it would be difficult to discover the information you require immediately.

5019. What is the first date and the subsequent occasions when you pointed out that unless something was done to improve the rolling stock there would be congestion at Kano?—I should say it would be 1944.

5020. Perhaps you would look that up and put it in your memorandum to us?—Yes.

5021. We want to hunt this down, because it is important. When representation was made to the Nigerian Government they passed it on to the Nigerian Railway?—Presumably, yes.

5022. What proportion of groundnuts depend on rail and river transportation?—

There again, without the book I hesitate to say.

5023. Could you give us that later?—Certainly.

5024. Because we understand that the condition of the shipping on the Niger and tributaries has also deteriorated?—As a Sub-Committee we are not competent to give you an answer on that question. The river fleets have been functioning as far as they can during the river season, but it should be remembered that they have a very definite limiting factor in the rise and fall of the water, and in some years you have what we call a good river, when the navigable portion is open for longer periods than it is in other years due to the level of the water in the river.

5025. There is grave congestion on the railway; they are carrying on up to capacity. There is an alternative route for certain portions of the groundnuts, which is partly by road, partly by rail, and eventually going on to a river steamer?—Yes.

5026. One would like to know what proportion of the produce of groundnuts is so conveyed and what is necessary in order to increase conveyance by inland water transport as a relief to rail?—I am sorry; I am not quite clear.

5027. I want to know what proportion can be conveyed by feeder road to the river and there put on ships, thus relieving the congestion on the railway. Also, I imagine you as a committee responsible for this must have realised a long time ago that you would have to utilise every possible means of transportation if the United Kingdom was to be supplied with the groundnuts?—Definitely.

5028. And the fact is that all forms of transport were not used to the maximum: the railway was not used to the maximum of its capacity because it was lacking in rolling stock, and the river was also not used to the maximum and could have done more had there been more up to date shipping?—That is true.

5029. We have been told in evidence at other places about the question of feeder roads, we have been told about the dredging of the river and about wharves and so on by Captain Ivey, whose responsibility it is—you know him?—Yes.

5030. He says he can do that but what is the use unless communications are open to the particular place. Were any representations made by your organisation that such steps should be taken at any time?—In so far as wharves and riverways are concerned, no representations have ever been made by us, because we primarily use the route to Apapa or Port Harcourt, and secondarily only to a very much smaller extent to Baro,

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which can only be fed by rail from Kano; there is no other way of feeding Baro. I have not been concerned with the problems they have had to face elsewhere in Nigeria connected with river transport.

5031. From the figures you have been able to give us, it is clear that the position is deteriorating very fast, and it looks as though you will not be able to move the crop now under tarpaulins before you are overwhelmed with next year's crop. In the expectation of that, what steps have you taken with regard to the sites where you will put these pyramids? Is there any difficulty about obtaining land to put them on, or do you depend on the railway to lay down more and more sidings to fit in with the land which you can use?—Well, Sir, I imagine that we shall find that it will not be a matter of extreme difficulty to find sites on which to put our pyramids. The only trouble will be that if we have to be content with the present system of sidings it will cost us more to load wagons from where the pyramids are situated; but otherwise there is land available that we should be able to utilise.

5032. Obviously it is not what you want to do; you want to get them away?—Yes.

5033. Can you give us the price the producer is obtaining for the groundnuts for 1944-45, 1945-46, 1946-47, 1947-48?—For 1947-48 it is £16 delivered railhead.

5034. That means at Kano?—Yes; and at stations away from Kano on the motor road the price would be £16 less the cost of transport to Kano; but at all railway stations north of Zaria to N'guru and to Kaura-Namoda on that branch there is a flat railrate, so that the price is common to every station on the railway north of Zaria, and that is £16 a ton. This year that delivered railhead price is £16; last season it was £16; and I think I am right in saying the season before that it was £12.

5035. Are there any other places outside Kano where you have to accumulate stocks?—Many of them.

5036. Are the figures you have given us for the whole of the Northern Provinces or only for Kano?—I am afraid I cannot split up that figure and tell you exactly how much there is at each station; we are at the moment engaged in concentrating the stock held in Northern Nigeria to railhead—that is, to stations on the railway—and it is not possible for me, as Chairman of our Committee, to give you a breakdown of that total figure and say how much exists either at railhead or in the hands of individual buyers at road stations not yet transported to rail.

5037. You have given us certain figures and those figures cover the whole of the Northern Provinces and do not apply purely to Kano?—Oh, no.

5038. We are inclined to think of it only as Kano?—In accordance with the Government arrangement, it was decided to divide the whole of the Northern Provinces into two parts, and the first part is the Kano area, which includes about nine-tenths of the total buying area and excludes those parts of the groundnut buying area which are adjacent either to the River Benue or the River Niger, and the production of that part of the area is always evacuated by river to either Burutu or Warri. This is called the riverain area.

5039. The next point I want to ask you is this. You have given us those prices. Do you think the fact of this storage which is seen by the Africans discourages them from planting groundnuts? Do you think they say to themselves, "We grow them and all they do is put them into heaps"?—One must not overlook the possibility that he does. That is a very difficult question to answer. We have only the evidence of our eyes before us. In the last three seasons we have had crops of 287,000, 304,000 and 315,000 in round figures, and in each of those years we have had these stocks of groundnuts lying about all over the country during the rainy season and during the time of planting, which is the effective time, and we have had these record crops over, so that the fact that these stocks are lying about does not seem to have had any effect on planting.

5040. But it may do?—Yes.

5041. The most important question and the last one (we will address questions to the others in a moment) is this: We have been told in evidence that there are certain development schemes which involve opening up other areas in Nigeria for the growing of groundnuts. If you are unable to move to the United Kingdom the existing groundnut harvest, as we have seen, and I should like to know what is the plan that you have put up and what is the actual appreciation of the situation that you have submitted to Government to indicate how, if these new areas come into cultivation, you would propose to get the produce to the United Kingdom. Has any representation been made in regard to the schemes?—I take it you are referring to the schemes for the mechanised production of groundnuts?

5042. Yes?—To begin with, we have no official cognisance of such schemes. As far as I know, no publication has been made of what is proposed. We do not know. For that reason, whatever our private ideas might be on the subject, we have been precluded from making any sort of official representation.

5043. You have not been consulted?—No.

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5044. But you are an organisation dealing with groundnuts and knowing the circumstances of the existing position and we should like to have your views. To anybody like ourselves coming out here fresh it would appear that any further schemes would only complicate the transport position here. Is that your view?—That is definitely our view. If they find so much difficulty in railing what we have at the moment—and the position is getting worse every day—how then are they going to produce the extra rolling stock and locomotives necessary to transport to port all this extra tonnage which they propose to produce in the country?

5045. I suppose you would make this exception: that should there be a successful scheme at Shendam which would use the Benue River and not involve any use of the railway at all, that would be a good scheme with which to go forward, because it would not increase your difficulties?—I must confess that this is a subject which has not been discussed by this Committee.

5046. You have never been asked about it?—No. I do not know whether you are interested in my personal views?

5047. Certainly?—Well, then, I should say it is a very good scheme indeed. Personally, I am very strongly in favour of developing the transport of the Benue and also improving, if possible, the facilities for the use of the Benue by ships.

5048. And you would thus relieve the railway and anyway produce more groundnuts for the U.K.?—Yes, I think that is the answer.

5049. We are much obliged to you, Mr. Park. Mr. Walker, you have heard the evidence. Is there anything you would like to add to it?—(Mr. Walker.) No, I do not think so, except just this. In regard to river transport, from the point of view of the Shendam scheme, of which we have heard a little, but not very much, I assume that it is just as difficult to get river steamers as it is locomotives, and any scheme envisaged there, which I assume is mainly short term, I think would meet with the same difficulty from the point of view of getting produce down to port. Also, partly because of the very short season in that part of the Benue, which is approximately three months, any large increase in production at present might lead to rows of pyramids on the river bank, as you have in Kano where you have not got the rolling stock.

5050. You agree it has the merit of not further crowding the railway?—I agree.

5051. Is there any other point you would like to add?—No, I do not think so.

5052. May I ask you now, Mr. Raccah, if you have anything to add?—(Mr. Raccah.) Before I can say anything I would

like to know if any improvement in the rolling stock position is expected, and how much.

5053. That, I think, is not a question for us to answer because we are going to address it to the representatives of the Railway in a moment?—Yes, it is no use discussing the question of growing groundnuts unless we know how we can move them.

5054. I quite agree with you, but in a moment we will get that evidence from the railway officials. On principle, there is nothing you would like to add to what you have heard Mr. Park say?—I do not think so.

5055. You agree with all that he has said?—Certainly.

5056. Mr. Evans?—(Mr. Evans.) No, I think everything has been covered.

5057. Mr. Mackenzie, is there anything you would like to add from the point of view of the Chamber of Commerce?—I did not hear the first part of Mr. Park's statement, but there is one point I would like to mention if he has not brought it up, and that is that in the present political situation of West Africa we have a very vital crop in Nigeria out in the open and in the stores, and if we have here a repetition of what has happened in the Gold Coast we might at once lose 300,000 tons of groundnuts? I think that is a very vital point to be considered in connection with this storing business: that we are leaving them open to civil destruction if anything untoward should happen.

5058. Who owns the nuts under their tarpaulins at the moment?—The firms.

5059. Is it their responsibility to insure them or do the Government accept that?—This is one point we have brought up to Government—who is responsible for riot and civil commotion insurance—but we have not had a reply yet.

5060. But in fact all the groundnuts now in store here or in the Northern Provinces are to be sent solely from the West African Produce Board to the Ministry at home?—Yes.

5061. They are all hypothecated to use in the U.K. from the Ministry of Food?—We do not get paid until they are delivered at port.

5062. Has the price been fixed that you get for them at Lagos port or is it the U.K. port?—Everything is laid on; we know about everything that we shall receive for the groundnuts; but the responsibility for those stocks is ours until they are delivered at port.

5063. Delivered to port in U.K.?—No, the port here.

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5064. Once they are loaded at Lagos they come under the Ministry of Food?—I presume so.

Sir Peter Macdonald.

5065. May I ask Mr. Park about this storage. What percentage has deteriorated during the last year?—(Mr. Park.) The figures are not complete because we have not finished evacuating last year's crop, but I would say that they will be very small; I should say less than one per cent.

5066. That would be due to what cause, destruction by weevil or what reason?—There is a certain damage done by weevil. We have also got this brucid beetle, about which not much action has been taken yet, because we have not brought it to the attention of the Agricultural Department; but the danger exists. We have found that the chief source of damage to lying stocks of groundnuts has been rain damage. I have figures of what the United Africa Company has lost, but not for the rest of the members of the Committee. These figures are those for Kano alone. We have also lost groundnuts through rain on pyramids which have been constructed between here and N'guru. This also refers to the 1946-47 season. The total lost was 154 tons, to which we have to add a loss in one pyramid alone, which was the subject of a special claim, which apparently became the centre of one of these storms. Some of these storms, for instance, will take the roof off a store. Their effects vary considerably from place to place. We have to add a further total of 76 tons, making a total of 230 tons. That, out of a total purchase by the United Africa Company of 124,341 tons, as you see, is a percentage which is very small indeed.

5067. Is it not true that they are also subject to attack by termites—white ants?—Yes, they are definitely subject to damage by termites. This figure I have given includes damage from all causes, white ants, insect damage, and rain damage. It is impossible, when you are examining the remains of a pyramid, to say that it was due to the rain. But you know that most of it has been caused by rain damage.

5068. But unless you take precautions the white ant is a great menace, is it not?—In all these pyramids we have a plinth and we put on top of that coal ash which we get from the railway, and we put 3 inches of groundnut shells on top of that again, which is reputed to be impervious to white ants, but that does not avoid the presence of white ants because every day you can see where they have got round the edges of the plinths on to the bags, although they have not come up through the middle of the plinths.

5069. Is not it true that one of these pyramids did get infected by white ants recently?—Yes. We had a pyramid which we were rather disturbed about, so we moved the whole pyramid from one site to another, because we thought that the particular spot on which it was erected must have been a particularly bad spot.

5070. Altogether the stacking of these groundnuts is a very costly business for the merchants concerned, is it not?—It is a costly business. It is an abnormal expense which in normal times before the war nobody had to undergo, and it has been agreed that it should be the subject of a claim on the West African Produce Control Board for extraordinary expenses allowance.

Wing Commander Hulbert.

5071. The producers get £16 a ton?—Yes.

5072. And they do not get paid until it is taken over by the Ministry of Food?—We get paid when the groundnuts are handed over ex wagon at Lagos or ports to the Customs or the shipping people.

5073. While they are remaining here you are out of your money?—We are financing the value of the stocks of the groundnuts held in the north.

5074. Which must amount to a considerable sum?—It is the total of the stock multiplied by sixteen.

Chairman.

5075. About 5 million pounds?—Yes.

5076. I think there was a little bit of confusion in reply to Wing-Commander Hulbert's first question. He asked what the producers got?—Oh, at railheads he gets £16 a ton. At stations away from railheads he gets £16 a ton less the cost of transport from that spot to railhead.

Wing Commander Hulbert.

5077. To the railhead here?—It might be here or not—wherever the nearest station is.

5078. You said that you started making reports about the transport difficulties in 1944/45?—Yes.

5079. You have continued to do that ever since, have you?—I think we have had it brought up at every Meeting we have had.

5080. And have you had any reply from the Government?—Oh, yes. They say that they are helpless in the matter, that they have ordered these spare parts and locomotives since 1943.

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Chairman.

5081. We will get on to that when we come to deal with the subject of transport.—The stuff has been ordered and it has not come forward.

Wing Commander Hulbert.

5082. What steps do you take to guard or protect these pyramids?—They are examined several times a day. We have a staff day and night watching them, and whenever there is a storm the European in charge goes round and examines straight away what the condition of the pyramids is.

Mr. Parkin.

5083. Mr. Park, can you give us any picture of what this stock represents in terms of the final product—how many tons of margarine or cattle-feed, and so on, does it represent?—I can tell you roughly what it represents in oil. The oil content of the Northern Nigerian groundnuts is sometimes as high as 51 per cent.; at any rate, it is over 50 per cent. on the average. There, again, I am speaking without the book so it may not be the exact figure.

5084. And the residue is potential cattle-feed, is it?—How much of that oil is made into margarine and how much into other things I could not tell you.

5085. At any rate, there is practically no waste?—No, I should say that the oil does contain a certain amount of free fatty acids, which is inevitable, that would have to be extracted before turning it into fat.

5086. What role does the individual merchant play in this? Is he the man who stimulates the production of more groundnuts in remote villages?—We do not use propaganda in any way, but our role is this: we produce the organisation for buying at the various points, at which buying is permitted. We finance the operation; we provide the bags; we provide the staff and we arrange for the evacuation to railheads; we arrange for the proper storage of the stocks at railheads, and we arrange for the loading of the stuff on to wagons. Of course, as my friends will doubtless be able to tell you, it involves very much more than the brief skeleton of the task we have to perform which I have just mentioned.

5087. All these groundnuts are produced by small farmers, are they?—Yes. Very few of them have even got ploughs.

5088. And for many years now you have been given to understand that there was no limit to the requirements?—Very definitely.

5089. So you have all been asked to extend your activities into the most remote parts of the country?—Yes.

5090. And it is indeed the actual contact with the buying merchant that represents to the farmer that there is security of purchase there and of price. How long in advance does the farmer know his price for the crop?—With groundnuts he knows mostly about the time of planting what he is going to get for the next season's crop.

5091. And the merchant in that case can calculate how much finance he himself has got to put into it?—Yes.

5092. So that this storage is a deterrent to the merchants who are hunting for more and more small farmers to produce them?—Yes, it would be.

5093. So that the situation is bound to have a deterrent effect on the production of groundnuts?—Yes.

5094. Or at least to slow up its expansion?—In point of fact I do not think that we can say that the groundnut crop in any year has been affected by this. We have had to carry over stocks before.

5095. I was wondering how far it would affect the smaller merchants involved?—I should say it is bound to have some effect, but the effect has not really been apparent. I can only invite your attention to the weight of the crop.

5096. But at the present rate of moving you anticipate that at the end of next year's buying season there will be a stock of half a million tons here, at the present rate?—That is a figure we have; I think the figure is about 474,000 tons, that is the figure which our Head Office at home have suggested to the West African Produce Control Board as the figure which will be in hand next year.

Mr. H. D. Hughes.

5097. Following up this question of price, what is the actual cash price that the bush farmer gets for his groundnuts?—It is exactly the price at railhead, £16 a ton, less the cost of transporting those nuts from the point at which he bought them to the railhead.

5098. And the merchant's overheads, and so on?—No, that is the actual price they get; they get £16 a ton. If it costs 25s. od. a ton to bring them in from the buying point in the bush to Kano, they will get £14 15s. od. a ton, although it is the experience of all of us that in every single station the price paid to the farmer, who is sometimes the middle man, is in excess, and in most cases, quite a lot in excess of the gazetted price.

5099. But who meets the middle man's overheads in that case?—I am afraid that if you mentioned overheads to the middle men in this country they would not know what you were talking about.

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[Continued.]

5100. He makes a profit?—Yes.

5101. That is deducted from the £16?—No. We buy ex scale. If a farmer comes to us, we buy his nuts ex scale. If a middle man comes to us we also buy his nuts ex scale. What he pays to the farmer himself, I am sure it is a very difficult matter to say.

5102. And there is no control over the price the actual producers receive?—No. The only control is a minimum gazetted price at these gazetted stations which may be in the Nigerian gazette.

5103. What sort of figures would those minimum prices be?—The railhead price is £16 a ton.

5104. But are not the gazetted prices the prices the farmer in the bush is supposed to receive?—If he brings his stuff to the gazetted place.

5105. There is no published or controlled price which the farmer in the bush is supposed to receive, is there?—No. I think it would be an impossibility to do that, because there are thousands and thousands of these small hamlets and the Government have gazetted a very large number of buying points, and I think it would be an impossibility, therefore, to gazette the price which is to be paid at every hamlet. In addition to that it would be still more impossible for these prices to be enforced.

5106. But you would say that the producer is getting considerably higher than pre-war?—Oh, yes, very much.

5107. But you do not know by how much?—Yes, the average price for groundnuts before the war was £4 a ton at railhead.

5108. Have the prices of the goods which the farmer buys, the textiles and so on, gone up a greater or less extent than the price of his produce?—I should say greater.

5109. Consumer goods have gone up by more?—Yes. (To-day's price of textiles delivered to Nigeria, taking a piece of bairn which cost us about 4s. od. before the war, is to-day costing 20s. od. delivered at Kano—perhaps not quite as much as that, but 18s. od. to 20s. od.)

5110. The point has been made to me, and I would like your opinion on this, that the middle man who buys the groundnuts is the same man who sells your consumer goods ultimately to the farmer in the bush, and that he has to put a considerable margin on the price he charges the farmer in the bush to cover himself on the other process of buying the farmer's produce and selling it to you. Is that a fair picture or not?—To a large extent there is a lot of truth in it; but I should not think it would be true to say that every single middle man who sells ground-

nuts distributes cotton goods or merchandise. However, it is true to say that the bigger dealers do, in fact, deal in produce and in merchandise.

5111. You do wholesale your consumer goods to persons other than the people who bring in the groundnuts for sale, do you?—Yes, we do, but I should say that there are a large number of people to whom we wholesale who also sell produce to us.

5112. It is not limited?—No, it is not.

5113. We have been discussing deterioration of quantity. Is there also a deterioration in quality, such as less oil content, through a period of storing?—I am afraid I could not answer that, because we have had no out-turn reports from London. I do not know if any other member of the Committee has. To judge by the look of the groundnuts, which have been in stock, the percentage of free fatty acid will undoubtedly have gone up, but I do not know that there is great loss of oil content.

Chairman.

5114. Will any witness add to any questions being put, if they think that they can help this Sub-Committee?—(Mr. Mackenzie.) You asked a question about what the middle men received. They receive up to 12s. od. a ton commission. (Mr. Harriss.) You talk about farmers bringing in 10 lbs. of groundnuts. A man may bring in two bags, another three bags, another five.

Mr. H. D. Hughes.

5115. I appreciate that?—(Mr. Raccah.) You were asking what price we were getting.

5116. Yes?—Well, the farmers at the railhead get fully £16. In the hinterland, the further the place is away the bigger the price. The price is fixed at £11 a ton for subsidy stations, but the longer the distance the more reduction the transport people make, and the consequence is that if you go as far as a place 60 miles away the price there is as much as £16 a ton to the actual farmer, although he is supposed to get £11. The transporters compete with each other and reduce the cost of transport as much as 3½d. to 4d. They do not make a profit. Where there is competition everybody wants to transport and compete. There are two ways of transporting material in Kano. There is one which is by means of the ordinary petrol vehicles, and the other is the diesel vehicles. The people who are running lorries by diesel have 8 tons capacity in a single lorry and 4 tons in the trailer, which is 12 tons total capacity. They probably carry 15 tons. The cost of running them is very cheap, whereas the petrol lorries

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probably cost three times as much. Consequently those people who have these diesel lorries compete with the ones who have petrol lorries, and the petrol lorry owners, who have already bought their lorries, have got to make up their expenses, and they also follow suit and compete. Consequently, I personally think that people who run petrol lorries are not making a profit, because the others are competing with them. That is why the cost of groundnuts in distant places is higher than £11 by as much as £6.

5117. But the middle man buys his groundnuts at £17 odd, and brings them to Kano and you give him £16 a ton?—Yes, but there is the subsidy on transport, which varies from anything like £4 to about £12.

5118. Now may I go back to the last question I was asking regarding the deterioration on quantity and quality. The arrangements are such that any loss of quantity or quality is borne by the West African Produce Control Board?—(Mr. Park.) Yes, if we get deterioration in quality, we call in the Produce Inspection Department. They examine it and pass it as unfit for export and give us a certificate in course of time. I might add in parenthesis that the time taken by the Agricultural Department to produce these certificates takes longer and longer every day, but they produce these certificates eventually and we use these in support of our claim for extraordinary expenses, which is submitted to the West African Control Board.

5119. Do you stand to lose nothing if a pyramid stays in Kano for twenty years?—No, except that we have to satisfy them that the loss is not caused by our negligence. That is the subject of very careful inspection. (Mr. Walker.) It is possible for a merchant to lose, in spite of that guarantee, of course. In one instance, about which I know particularly, the amount of groundnuts officially lost, which was certified by the Produce Inspection Department, amounted to 8 tons. The rest was dust and amounted to 12 tons, which of course is our loss. In other words, they can say, "we do not know whether you ever put it in the store," and they are quite right; they do not. (Mr. Raccah.) As regards the deterioration in groundnuts, I do not think groundnuts do deteriorate in quality, because I remember in 1933-34 the price of groundnuts dropped in Kano to as low as £1 12s. 6d. a ton and consequently some farmers and middle men kept groundnuts until the following season, and the following season the price rose to as high as £4 15s. od. or £5 a ton. I was a shipper then, and I shipped groundnuts, and the only difference there was, was that there was more acidit^r in them.

Mr. Yates.

5120. What is the weight of groundnuts that you store in each pyramid?—(Mr. Park.) It varies, of course, but we have come to the conclusion that the ideal weight for a pyramid is about 700 tons.

5121. Is there a wastage of nuts due to weight alone, that is to say are the bottom layers wasted?—As I was telling you earlier on, when you get a lot of rotten groundnuts, it is very difficult to say how much of the damage to that heap of rotten groundnuts was caused by rain seeping in and how much was caused by heat generated by the pressure of the nuts. That is the reason why we limit our pyramids to 700 tons each, because if we make them larger the pressure of the weight of the nuts on top will cause heat in the middle of the bottom layers and start free fatty acids and fermentation.

5122. I did hear that you had one pyramid of over 2,000 tons. Is that an exception?—Yes, that was an exception; that was a mistake. It should not have been 2,000 tons. That is true. There was a plinth of an old store which had been dismantled and they built the pyramid of groundnuts on the whole length of this plinth, instead of dividing it. The total content of that pyramid was about 2,000 tons, but we railed that as quickly as we could, and have suffered no loss.

5123. What was your previous method of storing groundnuts before you resorted to the method of erecting pyramids, and can you tell this Sub-Committee whether there was more wastage or less wastage?—We found that our permanent storage was perfectly adequate in most cases. The wastage in stores is definitely less than it is in pyramids. (Mr. Evans.) Pre-war they were practically all shipped by March-April, certainly by the end of this month they would all be shipped.

5124. These figures you have given us this morning show that you are not now carrying 50 per cent. of what you were carrying in November last, that the weight from the 6th November was 5,979 and in March it comes down to 2,505. Do I understand from that at the present moment you only have 50 per cent. of the transport that you had six months ago?—I will have to leave the Railway to answer that; I can only give you the figures of what members give as their railings.

5125. If it deteriorates like this it means that in another six months time at this rate you will not be able to carry any nuts at all?—(Mr. Evans.) I have not followed that. (Mr. Raccah.) That is why I said what I did just now about rolling stock.

Mr. Edward Davies.

5126. Has any thought been given to processing the products here at all?—(Mr. Park.) Yes.

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[Continued.]

5127. With what result?—I know that certain members of the Unilever organisation have very closely examined the project. It is not considered prudent from our point of view to consider it at the moment because in any case, if we did process the oil here, we have not finalised the figure of what it would cost us, and whether it would be cheaper than at home, and, if we did, probably we should wish to export the whole of the residue to serve as cake for cattle at home, which I understand is very short there.

5128. It does not seem a very proper occasion to consider increasing productivity but I daresay you have thought about it. Has there in fact been any considerable progress in the rate of production per acre and so on during the last few years?—I should say that the increase in the rate of production from any man-made act over all is not considerable at all—that is my own opinion—but I would say that the yield per acre does vary greatly from year to year in a country where we are so entirely dependent on weather conditions. The greatest factor of all in the groundnut crop is the weather, in my opinion. (Mr. Raccah.) If you have the rains at the right time it is all right.

5129. I am thinking of your relationship with the agricultural research people on this important problem. Do not they come and advise you as to the best method of storing and with regard to pests and so on, and make spot checks on it?—(Mr. Park.) There is an Agricultural Research Officer from Colonial Office in the country now but as far as I know he is only dealing with the organisation of agricultural research in the country, which does not seem to be very extensive at the moment. What happens in Kano is that we have the Agricultural Inspection Department sending their officers along and they see the store when it is empty and they see that we disinfect it with some anti-insect preparation before they pass it as fit for the storage of groundnuts. That is the position to-day. They will advise you what you ought to do in regard to the disinfection process; in fact, unless you disinfect the store to their satisfaction they will not let you put the stuff in the store. (Mr. Evans.) I believe there is an entomologist in Nigeria just now on this subject, and he is to start operating here, I believe, this year.

5130. It would be possible for these people to ascertain what deterioration there is?—He could tell.

5131. There seems to be a conflict of views as to the loss of oil content and the increase in the acid content, and it seems to me, as a layman, that in a climate like this there must be some reduction in the fat content; but you have no official

scientific bases?—(Mr. Park.) We have no data. I should like to mention, if you are interested in that aspect of the subject, that there is the brucid beetle here as well as the weevil. It is a beetle that attacks the groundnut in shell mostly. We had an appearance of this in Benue some years ago and it was rather assuming the proportions of a menace, but here we have all decorticated groundnuts, so that we cannot assess the damage done by this particular beetle. We know we get a lot of powdered groundnuts in our stores which is caused by two insects, either the ordinary weevil which we call the groundnut bug, or the brucid beetle.

5132. Are you satisfied that £16 is a reasonable price for the product? Is there any dissatisfaction generally about the price?—I should say Yes.

5133. There is?—Yes.

5134. Among whom—the farmers or the whole of the people handling it?—No, I should not say amongst the farmers. The fact that they sell the stuff in the quantities they have been selling indicates to me that they are fairly satisfied with the price, but there are those of us who think that the price is insufficient, and there are those of us who think that the way we buy groundnuts under Government control is wrong.

Chairman.

5135. It is a vast subject. Perhaps you could add it on to your memorandum because I think it is a most important matter that has been raised by Mr. Davies. Is it the view of the other witnesses that that statement is one they can support?—(Mr. Walker.) Yes. (Mr. Raccah.) I think the farmers are very dissatisfied with the price because of the price they have to pay for the imported goods. Take the price of salt, which is more or less like pre-war, only 2s. increase per bag. Now, that is an exception, because everything else is 300 to 400 per cent. higher.

5136. Perhaps you would mention that in your memorandum. It is very important that you should consult together in this matter and put in a reasoned statement, and it ought not to exceed two or three pages of foolscap. It will then appear as your considered view. We want to thank you and your colleagues very much. We appreciate it is very short notice. It was essential to have your evidence but it is only fair to give you the opportunity of putting in this memorandum, and my advice to you would be to take full advantage of it.—(Mr. Park.) We shall endeavour to let you have everything you want.

5137. Now, Mr. Hood, Mr. Harris and Mr. Farlow, you have been present and heard what the other witnesses have said, and we have had a good deal of evidence

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in regard to transportation and I think we all appreciate the difficult position in which you are put. Would you just answer a very few questions which I hope will be within your competence? We have had evidence from your Managing Director in Lagos and he has given us all the figures, so we will not bother you with them. We will not bother you, either, with matters of policy, but you are the people on the spot and you have had all the difficulties to contend with, and what I should like you to do is to tell the Sub-Committee what is your own opinion as to whether, for instance, you would get over this difficulty if we could procure for you, in addition to the rolling stock ordered, diesel shunting engines or something of that sort for handling traffic in these sidings. Would not that be of assistance to you?—(Mr. Harris.) The shunting engines we have in Kano now are very poor; we have two decent ones. They are always under repair, and if you order an engine for six or seven in the morning it invariably comes out hours late.

5138. In regard to marshalling and matters of that kind, it surely would be better, with the shortage of locomotives, that you had under your hand direct shunting locomotives which would be preparing the marshalling in the yards to get your trains away on time. I understand now that the locomotives for marshalling and shunting are taken from your running stock?—They are stationed at the shed; there are actually four at Kano shed.

5139. Would it or would it not be of assistance to you to have shunting diesel locomotives?—I would not like to answer that question; I am not a mechanical engineer.

5140. Can either of you answer it?—(Mr. Hood.) I am not a mechanical engineer but I would suggest that it would help considerably because we do need extra shunting engines.

5141. Can you tell us what has been the mileage* of sidings that has had to be put down in order to get alongside these pyramids?—We have not put down any extra ones yet. We have fifteen miles of sidings in Kano.

5142. And they are adequate for storing all next year's stock if you have to?—We have not had any applications for additional sidings; we have had just one application in which it was impossible to take a siding to the stores.

5143. What I am getting at is this: if the figures of railings away look as they do, you must anticipate having more of these pyramids? Are there sites available alongside the existing sites to accommodate such pyramids next year?—(Mr. Harris.) Yes, I think so. There is a certain amount

available; 50 per cent. of it is available now, I should say.

5144. So that there is no capital cost on that?—No.

5145. Mr. Farlow, you have nothing to do with the Nigerian Road Transport?—(Mr. Farlow.) Not with the Nigerian railway motors, but I control all the lorries owned by firms of private contractors on the road.

5146. Not the diesel?—I control the diesel only by route permits and what they are allowed to bring in, but not as regards their fuel.

5147. Do you have the right to issue licences to all road vehicles other than the Nigerian Railway ones?—Yes, not police licences or road licences but route permits, and permits to operate the vehicle. I have the right to say that this lorry at the request of a certain firm has to evacuate from this point to that point and it must carry groundnuts only.

5148. Does not that mean an empty haul one way?—Yes.

5149. Is that a good idea?—Not always, but in many cases—

5150. Why should a road operator be forced to have an empty haul in one direction?—I do not force him at all; he can take onions out or beans or salt or scales or bags, but I insist that he brings in the produce I want him to bring in, in this case groundnuts.

5151. He is limited to his inward journey but not to his outward?—Yes, he is not allowed to bring passengers in if he receives petrol to bring in groundnuts.

5152. Do you give him any time limit to operate in?—Certainly.

5153. Have you any suggestions to make in regard to improving the conditions? You heard the evidence about diesels and petrol-driven lorries in this country?—I must very emphatically stress the seriousness of the petrol position for the next season. Up to recently, I believe firms will agree, we have had no difficulty as far as petrol is concerned to get their groundnuts in, until a few weeks ago, but at the beginning of this month I was informed that the quota of petrol allowed to my zone has been considerably cut down for this year, from January to December. Last year we used 1,770,000 gallons and this year up to December we are only allowed to use 1,510,000 gallons, and I am told there are no reserves. I was not informed of this until the beginning of this month; in other words, we have already had three months running out of this quota and we have tried very hard to speed up evacuation of groundnuts as much as possible in order to get them in before the rains, and have used more petrol than in previous years.

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This year for the first three months out of 1,510,000 gallons allowed we have already used 710,000 gallons. That leaves only 800,000 gallons odd for the rest of the year. The petrol in the coming months, April, May, June, July, August and September is not so important—we can cut down considerably and I shall try to—but I must keep sufficient reserve for October, November and December, when the next season starts; and if I want to keep the same as we used last year, which is about 580,000 gallons, for the next six months I shall only be able to use 220,000 gallons.

5154. This limitation of petrol will affect all the users on the road as well?—Yes.

5155. The figures you have given us are omnibus figures for all sorts of road traffic?—Everything.

5156. Including buses?—We have very few of them.

5157. People call them buses?—Most of them sit on top of loads. We have no regular bus services and there is no route permit issued to anybody taking passengers only.

5158. Have you storage tank facilities all over the country?—That is a matter not under my control; it is a matter for the oil companies.

5159. It is their responsibility to put up oil storage?—Yes.

5160. In fact, have they enough oil and petrol stores?—I should say so, yes; we have never had any complaints to say that the retailers could not obtain their petrol.

5161. But that is not in your knowledge?—No.

5162. In regard to the amount of demurrage here, how many trains are you getting away in the 24 hours now?—(Mr. Harris.) They vary from day to day.

5163. You have heard the figures quoted of the deterioration of traffic. Can you tell the Sub-Committee what in your view is the reason for it?—One reason is that we were raiiling to Baro, which is a short haul, in November, December and January, and we were also raiiling wagons to Port Harcourt, and that caused serious delay due to the slowness of the turn round.

5164. If you reverted to the previous system could you clear more groundnuts or not?—It is negligible; maybe 1,000 tons a week. We used six 25-ton wagons a day.

5165. It comes within your local knowledge that those things have helped towards the deterioration?—Those two things have helped towards the deterioration.

5166. It is also within your knowledge that the deterioration of the condition of existing locomotives makes it necessary for

you to reduce the number of wheels per train?—There has been a slight reduction between Zaria and Kano, but it is only about 50 tons for one engine.

5167. And you have not to do any double-heading?—We have; it is a two engine load and it is more for convenience than anything.

5168. We have these figures before us and a graph would show that they are gradually going down at a time when we want them to go up. You are hoping to have 20 main line locomotives, we are told, and 43 more, but none of them has been delivered?—They may be now; they are expected any time now.

5169. The 1st May, I think?—What will help us are the 30-ton hopper wagons. They will give us an equivalent tonnage in ZG wagons which will be on groundnuts only. Eventually that will appreciate to 3,000 wagons. We have the 25-ton ZG, a non-tipper.

5170. Do you other gentlemen want to add anything to help the Sub-Committee with regard to this bottleneck?—There is the question of Baro railings which cropped up early in the meeting. In 1945 we were sending 7,000 tons a month down there.

5171. Has the permanent way gone wrong?—No, this is more a question of locomotives again, and as the firms want them at Baro we can always manage 7,000 tons a month—

5172. Why is it not going on?—It is going on this time but we cannot get them to Minna and there is only the branch line, and the locomotive position has deteriorated very much. (Mr. Hood.) Generally, the reduction in the evacuation of groundnuts is due to the condition of the engines. They break down quite regularly now. We get a failure a day. The reduced haulage is about three-quarters or half load, and then there is the shortage of wagons. That is the position.

5173. What is your mileage per casualty—have you any idea?—No.

5174. In regard to Minna and the branch line, is that a different gauge from the main line?—(Mr. Harris.) No, it is the same; the Minna-Baro section.

5175. But the shortage of locomotives prevents you using that line?—Normally you would position three engines in Minna and those would run to Baro. The position became so acute in the Zaria-Minna section that instead of running them to Baro they had to run them to Minna to relieve the congestion there. (Mr. Hood.) The engines are failing; that is the reason why we are not moving them up and down the Baro line.

5176. Do you really think if your rolling stock and locomotive problem is solved

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within the next few months you will be able to clear the stocks so as not to have next season's groundnuts accumulating in pyramids?—If we had sufficient engines and wagons, yes.

5177. What do you think your establishment up here should be to clear the stock?—(Mr. Harris.) What do you mean by establishment exactly?

5178. How many more locomotives would you require?—I could not give you that. The 20 that are arriving are just a drop in the ocean. We want about 60. 20 distributed over 1,900 miles of railway is not much. It is equivalent to about one trip per section.

5179. And all the time you are wearing out your existing stock?—The others just drop out as these come in.

5180. In regard to the condition of the track, there is no point you would like to make on that?—It is purely locomotives and wagons. (Mr. Hood.) We do need the line between Zaria and Kano relaid soon; it will not hold up for more than three years at the existing permissible speed.

5181. If you have intensive traffic owing to the increased amount of tonnage will the permanent way stand up to it?—It will not; we do need to relay that now.

5182. This is the moment to do it?—Yes; and, as far as I know, there will be a delay of two years before we get the steel work.

5183. Are you using steel sleepers?—We have not heard of them yet; it depends on the supply position at home. I think we shall have to go back to timber, as we did with the Minna-Jebba relaying.

5184. It would be just too bad to get your locomotives and find your track fails?—It will hold up for five years if the permissible speed of trains is reduced. The speed restriction between Zaria and Kano is 25 miles an hour, and we may have to reduce the speed restriction to 20 miles an hour.

5185. It is your considered opinion that this is the moment to put your track in order?—This is the time. We are making preliminary efforts for the relaying. We are putting down ballast and relining the track.

Mr. H. D. Hughes.

5186. With regard to the cost of petrol and diesel, could you give us the figures?—(Mr. Farlow.) I do not control the petrol as far as cost is concerned.

5187. You quoted a figure of 3s.?—If I went to U.A.C. I would have to pay 3s. 1d. a gallon. The Government run cars and Government officers obtain their petrol from the P.W.D. I can go and pay 3s. 1d.

anywhere, but if I want it at 2s. 6d. I have to go to the P.W.D. For Government the price is reduced. Why it is I cannot really say, unless it is the fact that Government are not making a profit out of petrol sold to their own officers for their own work.

5188. That difference of 7d. a gallon is reflected in the cost of railing groundnuts to railhead?—The difference of 7d. a gallon has nothing to do with the groundnuts because the firms of transporters will have to pay their 3s. 1d.

5189. And therefore it enters into the cost?—Yes.

5190. And it is met by some kind of subsidy scheme?—(Mr. Raccah.) There is a difference of 1s. 7d. per gallon. The petrol is sold at 3s. 1d. whereas the diesel is 1s. 4d.

5191. What is the cost of diesel through the Government supply?—(Mr. Farlow.) I do not think they sell any because they are not running any diesel vehicles. There are very few diesels on the road.

5192. Who puts up the subsidy?—(Mr. Raccah.) Government.

5193. So that Government are in fact paying that extra 7d. on the petrol as compared with the cost of their own supply of petrol?—The 2s. 6d. per gallon petrol is for the private use of the Government people.

5194. The point I am trying to get is that Government for their own purposes are selling petrol at 2s. 6d.; Government are financing motor transport, who have to pay 3s. 1d. per gallon for the petrol that they get?—(Mr. Farlow.) Through the subsidies, yes.

Mr. Yates.

5195. I have one question bearing on my previous one which caused a little amusement; that was about the deterioration. I do not know whether I understand it correctly, but it seems to me that there has been a most terrific decline in six months in the railing of the groundnuts. I should like to know whether it is really due to the causes you have mentioned?—(Mr. Hood.) It is due to the condition of the locomotives and the lack of rolling stock.

5196. Or is it that during that period you were carrying other commodities to an increasing degree? I should like to know whether this does represent a position which is really almost reaching breaking point?—It is not quite that. We are carrying now a considerable quantity of coal from Enugu. At one time coal was not brought away from Enugu to outstations, and there is about 60,000 tons of coal a month to be handled. (Mr. Harris.) This is on a week to week principle on the

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railway. Recently we had a wire from Lagos saying they wanted 75 of a certain type of wagon sent down to Port Harcourt. Previous to this the wagons were moving between Kano and Apapa, but we rushed them down to Port Harcourt section and we may not see them again for months; maybe they will never get back to Kano and we shall lose them altogether; maybe half will come back. That has had some effect, too.

5197. But you are carrying coal at the expense of groundnuts?—Yes, in this case. These changes take place month to month and week to week. All sorts of things happen that normally the ordinary person knows nothing about. If we have heavy imports, wagons are delayed at Apapa. At the present moment a terrific amount of salt and cement is coming up, and all these things add to the delay in getting our wagons back.

Mr. Edward Davies.

5198. How much light running do you have to do?—Empty wagon running?

5199. Yes?—Very very little. Before the war practically all trains coming up would bring 30 wagons, but now it is a case of filling up for the return journey, and that causes further delay.

5200. It brings in revenue?—Yes, but it holds things up.

5201. Where is your nearest locomotive repair depot?—Zaria, 67 miles away. All main-line engines are based there.

5202. Are you in a position to say whether there is much difficulty in getting repairs done there?—Yes.

5203. What is the reason for it?—Lack of spares is one of the main reasons.

5204. And much could be done if in addition to new locomotives you could get spare parts for these already in existence?—Yes.

5205. You have no idea which ones?—No.

5206. What about wagon repairs?—I do not think the wagon repair position is so bad.

5207. What happens if a wagon is out of commission; where is it repaired?—At Kano or Zaria; it is according to the type of repair. You can do an ordinary repair in Kano but a general repair has to be done in Zaria, Enugu or Lagos. The wagon will not be taken empty for repair, unless it is already at Lagos. When it gets there they will stop it and put it in the repair shops, but it will not be sent down there empty.

5208. Is there any other considerable amount of traffic held up? What is your

delay, the lever of the traffic offering?—It may be six wagons a day, averaging 130 tons. It may be less on some days, and there are a few skins which go down.

5209. There is no considerable delay, as distinct from groundnuts?—No, but there is a little.

Chairman.

5210. In regard to your position of Supervisor of Staff on the railway, are you short of European staff?—No, Sir. (Mr. Hood.) The Engineering Department is very short.

5211. We were told that the Engineering Department was very short?—Yes.

5212. Would it help you if we could draw attention to that shortage?—Yes, we must have extra European staff to supervise the re-laying.

5213. You cannot tell me how many you want in your division, can you?—We would need, for this Kano-Zaria re-lay, two Europeans.

5214. And you would be glad to take young men with proper qualifications and train them up under local conditions?—Which people?

5215. If you could get young men with proper qualifications, you could train them here, could you not?—If they have proper qualifications, but for re-laying you need fully qualified men.

5216. It has been put to the Sub-Committee officially that the increase of motor vehicles required to carry out the development scheme is of this nature:—in 1948, 4,000 more vehicles are wanted; in 1949, 4,400; in 1950, 4,800; and in 1951, 5,200. What will happen if you are not going to get the petrol for your existing numbers?—(Mr. Farlow.) I only control one zone. I do not know what other development schemes are going on in the south.

5217. You have made a very important statement to us about the shortage of motor spirit. I cannot assume that it has only been applied to the Northern Provinces. I must assume that it is all over the country?—Yes.

5218. Well, it means these large increased numbers of road vehicles must be serviced and they must have enough fuel to run them. What you have told us means that we had better question again these particular figures?—There is one point which has to be considered. Over half of the vehicles on the road, at the moment, are very old; some are vehicles which came to Kano in 1935 or 1933. They are bound to die a natural death some time. Some of these vehicles carrying three or four tons of groundnuts cannot last very much longer, and we do need a supply of new vehicles.

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Mr. L. E. T. EVANS, Mr. F. P. MACKENZIE, Mr. S. RACCAH, Mr. R. B. HOOD,
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5219. Do you want the four-wheel drive type?—Yes, if possible.

5220. You want a special type of vehicle, anyway?—No. We want a strong vehicle which can pull a trailer, it does not pay a transporter to run a 3-ton lorry if a lorry with a trailer can bring him 7 or 8 tons.

5221. What do the Public Works Department say about it?—I think the Provincial Engineer should answer that question.

5222. You had one matter you wished to inform the Committee about in connection with transportation, Mr. Park?—(Mr. Park.) Yes, but the question has already been raised by yourself, Sir, as regards the supply of petrol. The view of the Buying Agents is that we can hardly be expected to organise the buying of groundnuts at these places miles away from rail-head and not be given petrol fuel to evacuate them.

5223. It is all tied in together?—The position this year is that owing to trouble the evacuation of groundnuts to the rail-head was put back by at least one month.

It is a most important thing, because unless your groundnuts are concentrated at rail-head you cannot adequately protect them against rain damage, when you have only made provision for sufficient tarpaulins to cover concentrated stuff.

5224. We are greatly obliged to you?—(Mr. Mackenzie.) I am not sure, Sir, whether those figures given for groundnut stocks included the French stocks in Kano. I think you will have to add to those figures the figures for the French stocks?—(Mr. Park.) There is roughly 25,000 of French groundnuts in Nigeria in addition to what we have. They also have got to be transported by the railway.

5225. Yes. Is that this season's stock or last season's stock?—It is not old stock.

5226. I understand there is no pyramid in existence here of last year's harvest, it is only this year's harvest?—Yes. (Mr. Harris.) May I say in regard to Diesel shunting engines, that there is the question of staff and repairs to be taken into consideration.

Chairman.] Yes.

The witnesses withdrew.

After a short adjournment.

Mr. A. W. L. SAVAGE, C.M.G., Financial Secretary, and Mr. C. J. PLEASS, Acting Development Secretary, recalled and further examined.

Chairman.

5227. First of all, we should like to thank you very much for the trouble you have taken in coming up here and meeting us for our last meeting in Nigeria. As you may imagine, we have gone very quickly over a great deal of ground and there were various points which some of us made notes about. Perhaps it would be convenient if I first of all dealt with some of those points and then other Members of the Committee will probably have similar points, and then possibly you would like to supplement your previous statement to us on the question of this maintenance, on which you have laid emphasis, and the recurring charges on the Nigerian Revenue, and on any other points. First of all, there is this question of the organisation out here, as we have seen it, and I was going to ask you whether there would be any advantage in your mind if there was an appointment of an Economic Secretary who would be charged solely with the economic development of Nigeria as distinct from social services, and whether such a man could be responsible, for instance, for the general supervision of agriculture, veterinary services, and forestry, and then in the next group, commerce and industry,

and thirdly, communications, such as rail, road, inland water and air transport. In conjunction with that last one, we know that there are negotiations or preliminary negotiations going on between the Nigerian Government and the shipping concerns on the rivers. I do not know what stage those have reached, but you might be agreeable to tell us whether you think that we should take it up when we go home, because, as you know, we asked for information as to what were the requirements as regards shipping and the local representatives of the firms said they could not give us evidence because they were not in a position to do so. Therefore, we thought we had better take it up with the companies at home, but I understand that negotiations are now in progress. Is that so?—(Mr. Savage.) I am not aware of any negotiations. I am aware that the companies said that they would have to invest a large amount of capital, and they asked whether the Government would be prepared to give them certain guarantees. The answer to that was that the Government had not got sufficient information to give them the guarantees they sought, and we have asked them to give us this further information. In the meantime I

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understand that the companies are going ahead with booking the new vessels required. The question as to whether or not the Government should take over that transport is one which we have not fully considered at all.

5228. The letter they wrote to the Governor was about some time towards the end of December. That was the first occasion on which the matter was raised, was it not?—The first time that I think the Secretariat in Lagos were aware of it was sometime towards the end of January, because it was after Mr. Foot arrived, because he and I had a discussion about it.

5229. The point is that all the evidence which we have heard goes to show that the railway position is not likely to get right for a considerable time, and a good many of the other schemes under contemplation will depend upon river transport. I was not clear as to whether orders had in fact been placed for the new vessels, because that, again, will take some time.—All I know about that is that we gave the undertaking that we would examine fully the position when we had the material offered to us, but without that we were not prepared, really, to express any final opinion. There is the danger of these companies having used their transport over the last war years, they have got assets which they might wish to be shot of; and I should take great care before advising Government to take over a concern of that kind. It has happened, of course, elsewhere, and all I can say is that until I get the facts and the figures I would not be prepared to advise the Government on the matter.

5230. But it should not make any complications from your angle if we pursued the matter further in London?—No, Sir, not at all.

5231. It might in fact bring out certain points which might be helpful to you.—It would do, I hope.

5232. On this general question of having a Department which would deal with the economics of the country, have you any views on that?—We have been asked within the last two months to consider the question of the present economic organisation of the Nigerian Secretariat and the possible appointment of an Economic Secretary. However, we have had the Budget with us, and a lot of other matters, and we have not been able to get down to it completely. It is to be discussed soon after I return to Lagos, before the Governor goes North. One of the difficulties is that it does seem to me that before you have an Economic Secretary you first have got to determine what he is going to do, and he cannot do much, in my opinion, until you have a Government statistician and until you have got

statistics of Nigeria. There is nothing really available here which anybody who is an economist or a statistician would require. We have a Development Secretary. The future of that post is not clear at all at the moment. We have a Department of Commerce and Industries, but we have no Director, although we have been trying now for possibly over one year; but the matter of the new post of Economic Secretary is one which is receiving the attention of the Government. I would not myself suggest that there should be a separate Department in respect of that.

5233. On the question of statistics, we have been told in evidence from many quarters that statisticians are extremely necessary and in order that a Statistical Department could be established would it be any help to if a recommendation were made that a specially picked team of statisticians should come out here, either under Treasury auspices or in some way, because you are totally overloaded, and your total staff is so small. If they came out, would they be of any assistance to you?—I think a team of statisticians could do very useful work in relation to particular problems, but it could not, in my opinion, take the place of a Department of Statistics.

5234. But they could help in the layout of the thing, and they could get on to certain specific points probably?—Yes. I had in mind a number of enquiries that a team could undertake, but it does look a little more hopeful than it was three weeks ago that we may get an excellent Government statistician from another Colony. The trouble is then that he must have staff, and if this Sub-Committee can do anything to help us to get staff, we should be most grateful to you.

5235. I think that probably would be helpful to you if it were contained in a recommendation of the Sub-Committee?—Yes, Sir.

5236. Now, regarding the way in which this accountancy is done for the Colonial Development and Welfare money, we have found that it is all so criss-crossed in with the normal Budget expenditure of Nigeria that it is very difficult to say where one ends, and one begins, but is there any method laid down of accounting for the money within your Department?—It has been laid down by the Secretary of State for the Colonies that a separate account shall be kept of that part of the Development expenditure which is being met by the British taxpayer. I had hoped to be able to establish that point on the return of the Committee to Lagos by an actual inspection of the books. I felt that I could convince all the Honourable Members. But I do know this, that if we had no assistance from the British Government we should not be keeping our accounts in the way in which we do to-day.

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5237. This method of accountancy imposes a tremendous extra burden on your clerical staff?—Yes, a clerical burden on the staff in the Regions, in the Regional Headquarters, and in the Government Headquarters at Lagos, both in regard to vouchers for payment, which run into many tens of thousands; in the actual accounting, which probably runs into two or three thousand sub-heads, each of which has to be kept separately; and in Reports which have to be related to the expenditure. While I was home last year I tried, at a fairly high level in the Colonial Office and with people from the Colonial Development and Welfare Branch, to convince them that we were wasting time and money by the present methods, and although I think they understood well the problem they appeared to consider that either the Treasury or somebody else higher up demanded that this information should be kept in the way in which it is being kept.

5238. Of course, one of the organisations which leads to this is the very Committee of which we are the Members, the Estimates Committee, and the Public Accounts Committee, but neither one nor the other wishes methods to be employed which add extra burden, provided there is some proper check on expenditure. One has wondered all the time whether the system would not be loosened up more and some discretion given to the Regions, letting them have a sort of "float" account on which they could spend, and to keep to some extent, what the War Office did during the war, an Establishment of Finance according to each command, which represented the Finance Branch of the War Office, which did enable quick decisions to be taken in a command, and it resulted in saving an enormous amount of time and increasing the speed of the work. It is not necessary to lay down here—it would be dangerous to do so—a limit on each item without reference back, but there are so many small things in connection with water supply and so on that people so urgently want which appear to be held up, very largely by the methods laid down, which produces a lot of frustration. I do think there ought to be some system which gives greater freedom of action and enables these improvements to be made without these tremendous delays.—May I say that we do in fact have a Secretary, Finance and Development, in each Region in Nigeria; secondly, that I had not heard before of any delays in the approval of Development Estimates. As soon as we have that approval from the Secretary of State, allocations are sent out, and I shall be going round Nigeria soon, and I shall certainly look for that, because I am only too anxious that in any way we can we should modify regulations; I shall be all for it.

5239. I think perhaps it would be helpful to this Sub-Committee if you could

make suggestions to us, if you have any ideas as to how you could keep the essential control which is obviously necessary, but allow greater freedom and save yourselves a great deal of this expenditure on machinery. I do not know whether you would like to put in a Paper on that, or whether you would care to make any suggestions?—The only suggestion I have is this. Where I see a waste of time is in the necessity to keep these separate accounts.

5240. You would therefore suggest that the accounts be merged?—I should merge the accounts together. If there are five hospitals, it does not matter who pays for those hospitals. Once a scheme has been approved by the Home Government, then the grant approved should be paid. I do not mean at once, but according to the terms of the Estimate.

5241. But for a lot of very small schemes, which are costing under £200, the same cumbersome machinery is surely not necessary as for a large scheme costing £100,000.—I am not quite certain which point you are referring to in regard to delays and so on.

5242. I have come to the conclusion that a great many of the District Officers do know what the people want and could, at very small expense, without involving much material from home, carry out schemes, provided they were allowed greater latitude. If the Chief Commissioner and the Financial Secretary in the Regions were able to give an assurance to you at Lagos that the scheme was necessary in their view, and then they could go ahead with it, and it could be accounted for in that Region, I think it would be a more satisfactory way of doing it.—I will consider that, but I have no suggestion to put to the Committee at the moment on that.

5243. The other point is about the Organisation and Methods Branch. We have had a Sub-Committee of the main Estimates Committee at home which has just produced a Report on that after hearing a great deal of Treasury evidence, and certain recommendations were made by that Committee, and just as I think it is important that the Department at home, should, as far as possible, adopt those ideas, and get on a common line, it might also possibly be helpful if the Colonies, not only Nigeria, but the Colonies in general, made use of that sort of system?—I agree at once. Last year we asked the Secretary of State if arrangements could be made for a member of (I think it was called) the Efficiency Branch of the Treasury to be sent out to Nigeria, because there is nothing so important with regard to the administration here as the need for getting the clerical staff and their work properly organised. The reply (while I was at home I tried to do something about it) was

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that the Treasury could not spare anybody. In the last fortnight I have put a suggestion to the Governor that we employ a firm of efficiency experts, because I believe even though we might have to pay 2,000 guineas to a man to come out here for six months, we should certainly save that amount of money after a short time. Again, if this Sub-Committee could do any thing to help us to get a man from the Treasury, we would indeed be very grateful. I believe that much can be done by modern methods, and the sooner we can get expert advice on that the better.

5244. I think that probably is the best way to tackle the problem. The other point I wanted to ask you about was more in connection with the organisation, in regard to this question of irrigation and water in general. We have all been rather impressed by the fact that the Public Works Department are already carrying a very large burden of work and are terribly understaffed, from the point of view of engineers, and indeed all the Departments are starved for expert engineers, which is the cause of the hold-ups in these jobs. We are told that the Geological Branch were at one time responsible for water, and we have had evidence from them about that. Whilst it is quite obvious that there is an association between geology and water supply, the water question was removed from them and put under the Public Works Department. Perhaps there was some good reason for that, or it may have been due to a desire that everything in the engineering line should be grouped under one head; but I think all of us were so impressed by the immense importance of water irrigation that it is almost worth while considering whether it ought not to be a separate Department, or at any rate that there should be an enquiry by experts sent out from home as to the possibilities of deep boring, irrigation, and so on, because it is impossible to believe that the people now serving in the Public Works Department are necessarily versed in all the most up-to-date methods of irrigation. It would only be applying to Nigeria what was being done in the Sudan at the time Macdonald was sent out. It does seem that there are so many places here which need water, and all the Emirs and other people concerned have said that the greatest need here is for a water service, and to carry out very large schemes which would do more to improve the conditions of the people and help in the growing of food for themselves than anything else. I should like to ask you, whilst it is not obviously a matter about which one could be emphatic, but the Government of Nigeria, having left water supply under the Public Works Department we would rather like to know why that was done?—I am afraid I cannot answer that question.

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5245. Can Mr. Pleass?—(Mr. Pleass.) It was done before I came into it. I understand the intention was to form a separate water supply branch of the P.W.D. and that was why it was done.

5246. But in fact there is no absolutely separate branch?—No, there is no absolutely separate branch, but the water supply work is under the direction of an Assistant Director of Public Works, under the supervision of the Director of Public Works. If I might make a remark with regard to a separate Water Department, my own and purely personal view is that, so important is water in this country and the obtaining of water supplies, it needs all the driving force and faith of a man of tremendous energy to deal with it, and the P.W.D. is already overwhelmed with the vast mass of other work. I am quite sure that in a few years time a separate Water Department will be essential. I doubt if it is advisable at the moment because we are so short of staff and the creation of a separate department, in my experience, always results in the withdrawal of men from the field to office chairs, which is a loss of valuable men in the field; and, secondly, at the present time the provincial engineer in every province in the country is responsible for waterworks, and if there were a separate department, human nature being what it is, it would not be his department and he would tend to concentrate on other works, and I think that our probable state would be worse than the present state; but in two or three years' time, when the staff position improves, I am sure in my own mind that there ought to be a separate Water Department, that is, in the very near future. In other words, it is an objective to aim at but not necessarily something to establish at once.

5247. But I take it you will be agreeable to this: that time should not be lost in sending out experts to consider the big water schemes, such as have been suggested in evidence, up at Bornu and places like that, which in many cases would have to be done by outside experts?—Oh, yes, Sir, completely. The deep boring in Bornu is being given out to contract to a big firm who can deal with it.

5248. Through the Crown Agents?—Yes.

5249. I take it that if the Africans came forward and said, "Look here, we really must have water, we are ready to give assistance, both financial and administrative," Government would not object at all to organisations being formed by Native Administrations to go ahead with services in their own areas?—No.

5250. All those things should be done, and then the time will come when the Water Department can be got going. I think that point is clear. The next point

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I wanted to put to you is in connection with staff: I think we have all been struck by the unselfish work being done by many of the officers here under desperately hard conditions, and we all appreciate that the shortage of staff is putting a tremendous burden on them; and inevitably, with the demand for this, that and the other from the Home Government, so it will lay still further strain on your limited resources in the regions, and that means that the strain on the people in the field will become greater; and the departmental heads we have seen all have the same story to tell: that they are unable to do their work properly because they simply cannot get round their areas. That is a very serious position, and we are very worried as to what is to be done about it. We have asked various people and it seems that there is nothing really now in West Africa that would justify people in being afraid to come out here from the health point of view, but it is a curious fact that firms like the U.A.C. and others find no difficulty apparently in obtaining staff and yet the Government Departments do. I understand that in days gone by there was a special pension scheme evolved by the Colonial Office of the day for the four West African colonies, due to the fact that service out here had to be of shorter duration than in other parts of the Colonial Empire, and therefore it was looked upon as a special case. I quite see the difficulties involved in it, because it means it rather ties people down to this particular area if they are to qualify for their special pension, but has the matter of going back to that system been thought of at all?—(Mr. Savage.) I think the system to which you refer is the pension constant of one-fortieth for each completed year of service in West Africa, but that was not limited to West Africa. When I joined the Colonial Service in 1925 in Northern Rhodesia I enjoyed the one-fortieth pension constant and I think everybody else in East Africa did, up to about the year 1928. Then it was decided to have a common pension constant for the whole of the Colonial Empire, and this constant of one-six-hundredth for each month of service is now, I think I am right in saying, generally common throughout the Empire wherever you serve. I had, Sir, written on this point at your request (but unfortunately you have not had the opportunity to see it) this memorandum, and I wonder if it would help if I just referred to it?

5251. You sent the paper in but it did not reach us, apparently?—I think the first paper is available but you have not had time to see it; the second paper has gone astray. The first paper refers to the question of taxation, about which I was asked previously. Perhaps I may read this: "As to men, our principal shortages

are in the professional and technical categories. It would seem that the West African professional and technical Services are not popular. There are two reasons for this: first, the poor reputation generally given to West Africa by members of the British armed forces stationed here during the War; and, secondly, the better prospects afforded elsewhere. As to the first cause, there is little that can be done. There is no doubt that West Africa under wartime Service conditions, rightly or wrongly gave many men a bad impression of peacetime conditions in civil life. A striking instance of this is afforded by present difficulties in securing Meteorological Staff for West Africa. Meteorological Services in West Africa were formerly operated by the Air Ministry but it was decided in 1947 that the four West African Governments should establish their own service. Air Ministry staff continued to provide the service until the West African staff could be recruited and, despite the offer of conditions more favourable than those enjoyed by serving officers in comparable posts in the West African Civil Services, we have been unable to obtain the qualified men that we need. The Secretary of State saw no alternative to asking the Air Ministry to resume the control of West African Services but the Air Ministry has stated that although their own recruitment is not unsatisfactory, if it became known that their staff were liable to be posted to West Africa, recruitment would immediately fall off and there might even be resignations. In this impasse the matter for the moment rests. This state of affairs is directly traceable to the reports on West Africa given by officers who served here during the War years. It would be futile to suggest that propaganda could remove the unfavourable impression now. The second cause is, however, the more important. Although the revision of conditions of service in West Africa recently concluded and based on what is commonly called the "Harragin Report" has undoubtedly improved matters, it is a fact that for many men the prospects are brighter elsewhere. For instance, it is almost impossible to attract qualified veterinarians to Nigeria or to retain in the Service those already here. They simply feel that they would be better off, physically and financially, in private practice in the United Kingdom." On that, I can add that we have had notice of resignation of five of the more senior officers in the Veterinary Department this year. "Similarly, engineers and architects feel that their prospects either in private practice or in salaried employment are brighter in the United Kingdom or in other parts of the Commonwealth outside the tropics. Our shortages in Administrative Staff are gradually being made up, although it is well known that many applicants for the

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Colonial Administrative Service express a preference for work outside West Africa; but it is in the economic sphere, which is of ever-increasing importance, that our principal difficulties lie. In seeking to recruit men for economic, accounting and quasi-commercial duties, we are in competition not only with organisations outside the unpopular West Africa, but with commercial concerns in West Africa and these concerns can offer more attractive terms. We have lately made the most vigorous efforts to enlist Accountants, for whom there are vacancies in a number of Departments and for whom the need is urgent, but our efforts have met with little success. The grade of Principal Accountant, in which are serving the officers of the Accountant-General's Department, responsible for all Treasury work in each Region, carries a basic salary of £1,050 and expatriation pay of £300. From this must be deducted rent at £150 p.a. The officer's net emoluments while he is serving in the Territory are, therefore, £1,200. In the issue of 'Taxation' of the 28th of February, 1948, the following advertisement appeared:— 'The United Africa Company requires well qualified Accountants (Chartered Accountants preferred) for service in British West Africa. These are senior appointments involving full responsibility for various sections of the company's accounts and auditing duties. Applicants must be prepared to travel within the territories. Salary in accordance with qualifications, experience and age and would be in the region of £1,250. A higher figure would be available for a few men in the top class from whom applications are specially invited. Other terms of service include free passages, furnished quarters, medical attention in Africa, tours of 21 months with leave on full pay, and retirement benefits. Married men receive special allowances for children at home.' It should be observed that when such an advertisement as this refers to 'furnished quarters', it means quarters furnished, not as are Government quarters, with the bare necessities of hard furnishings and some cushions, but equipped with curtains, carpets, crockery, cutlery, linen, etc. In many firms, it is the practice to give the expatriate staff free lighting, free fuel and free domestic staff, and frequently a 15 per cent. discount on domestic supplies. In the accountancy field, therefore, it is unlikely that we shall be successful in attracting many good candidates when we offer conditions which at the end of a man's service provide for a smaller cash payment than the firms offer to a well qualified and experienced candidate and when the commercial appointee enjoys other items of money's worth to so substantial an extent. It is of interest to record that the automobile engineer in charge of a garage in Lagos (a foreign national), is known to receive in cash from his firm salary and allowances of over

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£1,000 per annum together with commission of some hundreds of pounds, and that he enjoys, in addition, free fully-furnished quarters of a type superior to that of most Government officers and other free services which bring the total value of his position to something over £1,500 per annum. His financial position may be compared with that of the Assistant Director (Mechanical) in the Public Works Department on a salary of £1,200 plus £400 expatriation pay less £150 for rent; and with that of the Chief Mechanical Engineer in the Railway on a salary of £1,400 plus £450 expatriation pay less £150 for rent. It is not to be denied that there are intangible attractions about Government service not present in commercial employment, but the fact remains that the recruiting position shows the reluctance of many professional and technical men to accept appointment to vacant posts in West Africa."

5252. That is a very pertinent paragraph?—May I add that after the meeting in Lagos I got down to trying to see what better terms could possibly be offered by the Nigerian Government in order to attract more recruits, and it did seem to me that the Sub-Committee should have a background of what the Nigerian Service is, because you may have in mind that improved salaries may be necessary. I am sorry that this is so long, but I do feel it important that you should have it. If you would prefer merely for me to pass it over or that I should make the few points that there are—

5253. We should like to have it handed in as a paper, and perhaps you would deal now with what points require special attention?—Briefly, the paper reaches the conclusion that it would be no good proposing an increase of basic salaries in the Nigerian Service. The Nigerian Service is for Nigerians and the basic salary has been determined in relation to Nigerian conditions of employment generally, remembering that Government here is, as far as possible, a model employer; we do pay more than outside firms and we have, in relation to the professional posts, and so on, adopted a grade of £450 to £1,000 basic salary for professional officers. I do not believe that it is either necessary or desirable to increase that grade. I do not believe that a pension constant has any substantial effect on recruitment; I do not believe that free quarters are an important point, in relation to the offer of employment, if the rent is moderate; and therefore, Sir, the only way, in my opinion, in which we could attract more candidates from Great Britain is by increasing the expatriation allowance. At present we are offering £450 basic plus £150 expatriation to professional officers, giving weight for war service, for experience and so on. If we were to increase that from £450 plus £150 to £450 plus £300, it would be a basic figure of £750. The question of

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expatriation allowance in Nigeria and in the Gold Coast and the other West African Colonies, is a very thorny question. The Africans do not like it. The Legislative Council has accepted it in principle; the Press, generally speaking is dead against it, and in the last Budget Session a number of members pointed out that we were spending money of the order of £600,000 on expatriation allowances and that it meant that that money was being diverted from the development of social services. I put a suggestion to the Sub-Committee that there is no reason why the British taxpayer should not bear the cost of expatriation allowances throughout the Empire. I think it was in 1942 that there had been a proposal that Colonial Civil Servants appointed from home should become part of the Colonial Office cadres and that their full emoluments should be borne by the United Kingdom. I think the proposal got up to a certain level in the Colonial Office and was then dropped. I believe a similar suggestion has been made within the last twelve months at the Governors' conference in London. I have not heard the result of that. But I am certain that if we tried to raise expatriation allowances in Nigeria the Legislative Council would not vote the necessary funds. I feel certain also that it would not be expedient for the Governor of the Colony to use his reserve powers to get the vote of that money through; and, after all, the British Government is vitally concerned with the development of the Colonies: she has provided £120 millions over ten years; and the recruitment of British men to go abroad does seem to me a matter of interest to the British Government. I have no real way of estimating what it would cost for the whole of the Colonial Service, but I do not believe it would be a figure over £5 millions. The figure, of course, would increase as we get more staff, but as the education of the African improved—the university and so on getting started—the number of people being brought from overseas must diminish, and therefore it would be a decreasing liability as far as the British Government is concerned. That briefly, Sir, is the purport of the note, of which I will see that you have copies.

5254. With regard to that suggestion, have you considered what would be the effect of that as regards income tax? The allowance, if it is paid out of the Treasury at home, would be subject to British rate of income tax?—My idea was that it would be paid in respect of Nigeria in a grant of £600,000 and in that case there would be no personal income tax payable.

5255. So that it would be done through the administration, outside the control of the Legislative Council?—Possibly, Sir, as part of the Development Plan, but it would have to be extended to all officers in the service, and may I add that I have not

got in mind the necessity to increase the expatriation allowances of the more senior officers; I have in mind the need from a recruiting point of view to increase the minimum from possibly £150 to £300, so that the grade would be, say, £750 to £1,300; in other words, the maximum would remain as at present—£1,000 plus £300—and it would be the minimum that would be increased.

Mr. H. D. Hughes.

5256. Is your £600,000 on the present basis or on the proposed double basis?—The £600,000 is on the present basis; that is what it is costing us at the moment.

5257. So that it would be £1,200,000 if you brought in your £300?—No, because it would only be an additional £150 in respect of those people between £600 and about £840. At the moment the scale starts at £150 with people from £450 to £600, then it goes to £200 and then £250 and then £300 at the top, so the part of the people at the bottom would be doubled.

Chairman.

5258. The idea would be that it would be part of the Colonial Development and Welfare Fund, so far as the taxpayer is concerned, and it would be paid out by the administration in the case of Nigeria (and in the case of each other Colony) to persons entitled to it, without reference to the Legislative Council?—It would be included in the same way as the Development Plan expenditure was included in the Budget; but the Legislative Council, seeing that there is an equivalent grant for the other Colonies, would I am quite sure raise no objection to it. There was one further point there, and that is that the Development Plan is a Plan for another seven years or so, and it would not be possible to stop then as regards the serving officers. You might from a recruitment point of view be able in four years' time to decrease your expatriation allowance.

5259. It is a proposal which quite obviously we must take into full account. This is not a matter which really concerns the Sub-Committee at the moment, but there is a post-war regulation that British officers serving with the Nigerian Regiment in Nigeria are to be administered by the Nigerian Government, and the present arrangement acts very harshly on the officers. Would you suggest that the scale for serving officers should be on the same sort of basis?—Serving officers in the West African Forces?

5260. Yes?—Yes.

5261. Because if any of these adjustments are to be made I think it should be on a common form?—If the charges on the W.A.F. were to return to the previous arrangement under the budget I

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think the first thing we should do would be to revise their salaries in relation to the salaries of other comparable posts, and they would be made up of basic allowances plus expatriation.

5262. You would never get the Legislative Council to agree to any extra for their importance from an Imperial point of view? They would only agree to whatever cost they do bear in so far as security is concerned, presumably?—That is practically certain.

5263. So we ought to bear that in mind. The next point is in regard to retainers for experts from home. We have been impressed by all kinds of things both in agriculture and veterinary and forestry and medical services, where they all seem to think it would be of great assistance to be able to get people out here for a short term—something like two to three months, dependent on the job—and that such people should be on a retaining fee. They would know the general conditions in Nigeria and on occasion could be called out to meet any problem. That has never been done in Nigeria; you have never had experts on a retainer. Would it be better to have them on a Colonial Office retainer, either through the appropriate grant, the Agricultural Research Council or some body of that sort in so far as Treasury is concerned, or to have it direct with the Nigerian administration?—May I say that I am not quite certain whether I would agree that such a system would be really valuable to Nigeria.

5264. I wanted to get your view of it?—I feel that it would be better to bring these high level experts out to do particular jobs out here. There is a system of retainers, I believe, at the moment, as far as consulting engineers are concerned: certain firms have done work on the west coast of Africa and because of their experience they are called in again on particular jobs; but I am not certain whether it would be useful to have, say, agricultural advisers sitting in England and coming out occasionally and being considered as available for Nigeria. I think it would be far better to bring the people out here and get particular jobs of work done.

5265. It is very difficult for a man who is in charge of a big research organisation at home to spare the time—in fact, he could not, you see—although he is an expert. I have in mind, for instance, the man who is in charge of the Agricultural Research field station, who is studying and has solved some of the problems which are worrying your veterinary people out here now. If he came out here his knowledge and their local knowledge would be of mutual benefit the one to the other, and any arrangement of that sort must be beneficial because it brings the people out here in touch with those who have the most up to date ideas and it brings the

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people at home in touch with realities in the field here, and to get that done you might do it without a retainer, but the question I have in mind is that, if you have a retainer, the expenses would have to be adjusted through the Treasury and the University Grants Committee or some such body, because it has got to be borne on some charge, and it might be a proper charge on the Colonial Development Fund?—I agree at once it would be most valuable to have them coming out, but what I fear is that as soon as you employ people on a retaining fee at the Colonial Office they will then become the experts for the Colonial Empire and Nigeria will not have them.

5266. You would rather have them *ad hoc* for a specific thing?—Yes.

5267. Probably that is right. Then would it be of assistance to you to have technical experts on contract coming out here and allowing them to have the option of a permanent and pensionable position at the end of their contract if they proved to be valuable people?—I think at the present stage of recruitment if you advertised for people on a temporary basis you would not get the best people. Before the war it was possible: you advertised for people for one or two tours with a promise that if they made good they would be taken on the permanent and pensionable establishment, and we were able to get good men not only here but elsewhere; and our experience in the last two years has been to advertise almost any post, merely offering a temporary engagement, but you do not get adequate replies.

5268. The Forestry people have said that they would welcome some cadet system whereby people could come out here and do forestry out here and then subsequently either do a course at the university to be established here or go home and do a course, with the prospect of coming back to continue their work in Nigeria; and they seemed to think that that system would be attractive to a particular type of young man at home, and they would give him the instruction necessary out here with a view to his obtaining his degree at a later date; and they seemed to think that would help them. That has been put to us several times. Would there be any objection to creating a precedent in that way from the Nigerian Government's point of view?—No, Sir, except in relation to Nigerians themselves. We are considering taking people who have not got the different academic degrees and training them in the department for a year or two and then sending them home to get further experience. I do fear that if we brought out a large number of unqualified people from Britain it would be misunderstood by the Nigerians.

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5269. Even at this time of shortage?—Already the Press do find out the qualifications of every European officer who is appointed here, and if they found two or three being put into positions for which normally certain qualifications were required, they would then at once say, "why cannot we use Nigerians in the same way?" There was a suggestion which was brought up at the Budget Session, and that was, the possibility of introducing a grade somewhere between the junior service and the senior service posts in the Department. We are considering that, but again, we would consider Nigerians first.

5270. Of course, all of us feel that nobody wants to eliminate the possibility of Nigerians coming along in the Forest Service. It seems to me that they do want a certain amount of training, and these boys would be as probationers, learning their work. One would imagine that even the Press in Nigeria would be glad to see people coming out to Nigeria to be instructed?—If we had six intermediate posts in the Department, and we put in four Nigerians and two Europeans, there would be no trouble at all.

5271. But the Africans are not available at the moment, in many cases?—I think there are, even in the Forest Department, Africans with considerable experience in Nigeria who are not qualified for the senior service, but would qualify for an intermediate post.

5272. The Conservator of Forests did emphasise in his evidence that unless he did have a large increase in his European staff he would not be able to train up a sufficient number of Africans in 10 or 20 years to fulfil his plans for this Reserve Forest Area?—He would know, of course, better than I do.

5273. There was one very parallel case in regard to the Veterinary College which we saw. It is a magnificent place which is not fully used, and until the University is established out here it occurred to me that a lot of boys cannot be accepted at the Royal Veterinary College at home—there is no room for them. If we sent those boys out here to have parallel instruction, they would then go home for their final term to get their degree, and if they went home, then the Africans ought to go home equally and get the same degree that the Europeans do. If we have a scheme of that kind it would help the Veterinary Service in two directions. Would that proposal be looked on with favour by the Nigerian Government?—If Mr. Simmonds put that suggestion forward I am quite sure the Nigerian Government would agree to it.

5274. The courses of instruction to enable officers to obtain a specific qualification or higher technical ability are a mat-

ter of great importance. They are kind of refresher courses and that is tied in with the interchange of information between the various West African Colonies. We were rather struck by the fact that the Palm-oil Research Station is doing a very good job. One of the Agricultural experts there had been to the Belgian Congo and had done two months there and learned a lot. I asked whether there was any system of interchange with the Gold Coast, and there appears to be very little as between one Colony and another. Would it be helpful if there were interchange of that sort?—Yes, Sir, I do think so. We are just trying to develop a system of courses of study for people in the junior service to go to England and Canada, and also perhaps New Zealand, which has been suggested, and I see no reason at all why people should not also go elsewhere in Africa, whether to East Africa or West Africa.

5275. There is a lot in common in regard to the West African bacon industry between the four West African Colonies?—Yes.

5276. So it would seem that if there were one Research Station it would help all four?—Yes; I am a little surprised to hear that there are no facilities for Nigerians to go to the Gold Coast.

5277. We gathered that there was no normal way of doing it, at any rate. Then in regard to the Training Schools, there are only three at the present time. Is it intended that there should be an extension of that?—I can say that I am sure that it is the intention. How soon we can get additional technical schools, I do not know.

5278. That depends on all these other things you have talked about?—Yes.

5279. What is your view in regard to Development Officers? Do you think that a proportion of them could be brought on to a pensionable basis, if they proved good?—I would not say as a development officer. It is quite likely that we shall get, out of the number that we have, some who could be considered for pensionable posts in other Departments.

5280. There is no bar against it, is there?—Not that I know of

Sir Peter Macdonald.

5281. There is the question of age?—If, after a man has done 10 years' service, he could still be considered for a pensionable post.

Chairman.

5282. Another thing which is important is this question of a Staff College for the Colonial Service as a whole. If there were a Staff College of that kind, it would help to keep people up to date, and very often

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one finds now that men going home on leave, out of their leave do all they can to get up to date. If there was some organisation laid down as part of the Colonial machinery which would bring men in touch with each other, and which would enable them to have a more open view about things, I think it would be a valuable addition to the general organisation of the Empire?—This, Sir, is a question which has been under discussion for a very long time, and I know that in 1939 it was considered by an expert Committee of the Colonial Office. I think that a lot depends on when you send your people to the Staff College. I personally feel that two years working in the field in Nigeria is more valuable than two years sitting in a Staff College, when a man is first appointed. On the other hand, I understand that Mr. Pleass, who has given far more thought to this than I have, favours entry to a Staff College after, say, 10 years of service. I am inclined to think that that would be a very good idea indeed, but it would not be possible, in my opinion, for a number of years. We have got the present system of people having extended leave. It was not very successful, because until the 1st April, 1947, if a man was in England after six months, the Income Tax authorities charged him British rates of tax, and it made it impossible for him to stay at home; but under the double taxation agreement now we can keep people in the United Kingdom for extended periods, and I think for the next year or two, until we have got a full staff, we should depend more on that than on a Staff College.

5283. At any rate, you think that it is a matter worth consideration?—I do, Sir.

5284. And that it should be borne in mind?—Yes.

5285. Now, with regard to materials and the system employed by the Crown Agents, we are going to take evidence from the Crown Agents when we return home to England. There is undoubtedly something adrift somewhere and I wonder what your views about that are?—May I say that I was a member of the Crown Agent's staff when I entered the Service, and therefore I am a little prejudiced in their favour. I have served in six Colonies. Before the war there was very little criticism of the Crown Agents; it has only been since the war that one has heard so much criticism of the Crown Agents, criticism not only in relation to materials but criticism regarding practically the whole Colonial Service personnel in relation to passages and such things. I do not believe that it would be any good, at the present time setting up a separate organisation in London. How far the Crown Agents are dependent on Ministries in London for their allocations I just do not know, but as I say, I am prejudiced in their favour, and I feel that you will find

that their organisation is not nearly so imperfect as some people think it is.

5286. Then in regard to the relaxation of building standards, we understand that there was a Treasury Order that works done should be on a permanent basis, otherwise they would not qualify for approval. I understand that that has been relaxed now to some extent. Would you, generally speaking, favour a greater relaxation and that the Treasury should rely on the good sense of the people on the spot to decide what form of building is the most appropriate for their purposes?—I am in favour of greater relaxation. I have seen buildings put up as temporary buildings still standing after 14 years.

5287. And you would agree that everything should be done to encourage local African contractors, using local materials when possible, gradually building the African organisation up, so that they can play a full part in this sort of thing?—Yes, Sir. May I add that I think the original Treasury Order was, of course, related to employment in Britain, that so much of the money granted under any schemes should be spent on supplies from Britain, and that of course no longer obtains in this short-supply period.

Chairman.] One realises that these are exceptional times, but on the other hand a great deal of these schemes will not fructify because the material just is not available.

Sir Peter Macdonald.

5288. On this question of increasing the ex-patriation allowance from £150 to £300, there is that Memorandum which I have not read yet, but which we hope to be able to study later. Regarding the question of putting it on to the C.D.F., as suggested by the Chairman, would not that also incline the Nigerian politician to say that you were taking that money out of the Development Fund, robbing them of the amount of money that was voted by Parliament for the purposes of Colonial development?—Not if it was a supplementary grant. It would do if the British Government said, "You can have £600,000 this year for expatriation allowance, but you must cut out something else and meet it from your own funds." But if it was a supplementary grant, I am sure it would be welcomed by the local population.

5289. It would still have to come out of the total grant?—I would have hoped that it might have been better to have made it under a Colonial Office Vote, because it will be a recurring item after the 10 Year Development Plan is finished.

5290. On this question of experts, you are aware, are you not, of the functions of the Stockdale Commission in the West Indies, and how they have worked?—Yes, Sir.

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5291. They were a team of experts on various subjects, and the object of the setting up of the Commission was because they were to serve certain small Colonies who could not themselves afford to employ such experts?—Yes.

5292. Do you think that such a Commission would be valuable to the West African Colonies as a whole, not taking Nigeria alone, but including Gambia and all the other West African Colonies, whose problems are very much like yours?—I am sure it would be of great value.

5293. Regarding building standards, do you think that it is possible to relax the existing standards laid down by the Colonial Office for buildings in Nigeria?—I do.

5294. I agree, but I discussed this with one or two engineers here, who are responsible and have been responsible for putting up semi-permanent buildings, and they say it is true that they do stand up for a time, but that the maintenance is as high as 20 per cent. per annum after three years. Do you agree with that?—In every Colony I have been in, the view of the professional engineer is exactly as you have stated it, but from practical knowledge the recurring costs may be slightly higher, but on the other hand at this time the important thing is to get the buildings up. Let us have the schools, whether they are built in local materials, and so on.

Wing Commander *Hulbert*.

5295. You are aware, are you not, that certain Colonies have an organisation in London?—Yes, Sir.

5296. Would you favour that as far as Nigeria is concerned?—Not at the present time, but I do feel that it is a question for consideration, for a Nigerian Trade Agency to be set up. But it may be that I have been too long in the Colonial Service. I feel that the Colonial Office has got an excellent organisation for selecting officers for the Colonial Service. I do not say that there could not be some improvement, but I am quite sure that anybody who attempted in a normal period to set up in London to select people could not do as well as the Colonial Office. There is the Cyprus Agency in London, but as far as I know, they do not select officials for Cyprus. We have a Palestine Trade Agency, which has nothing to do with the selection of officers. As regards materials, in a normal period there is a lot which an Agency could take over from the Crown Agents, because, after all, the Crown Agents are merely agents for the Colonies, but I would not advise it for some time, until times become normal again, and even then we should miss certain facilities which we now have, such as the General Colonial Fund, which is a fund made up of the surplus balances of all the different classes,

and money can be borrowed from that at one per cent. If we had a separate agency those facilities would not be available.

5297. I did not envisage that the Agency would be selecting staff, but everywhere we have taken evidence we have heard this cry against the Crown Agents, we have also heard that officers in your Service home on leave spend a very great deal of their time chasing up manufacturers for locomotives, and so on. It does appear that Nigeria has no organisation in London to do that, bearing in mind that the Crown Agents are acting as agents for 40 or more Colonies. Have you anything further to say on that?—I would only repeat that before the war they were considered to be an excellent organisation.

Mr. *Parkin*.

5298. We were told in evidence at Lagos, that your Development Plan is roughly the plan you would have drawn up had there been no aid from Britain?—Yes.

5299. And that that plan, therefore, is a balanced plan, with its economic development going side by side with social and welfare developments. Post war conditions have produced bottle-necks and shortages of men and materials which tend to throw the plan out of balance. Would you agree that the best help the British taxpayer could give would be supplementary help to keep the plan in balance, help as a sort of mobile reserve, because the pattern seems to be forming itself; but you cannot get drilling done and there is going to be a great hold-up, and so on, and therefore the best form of help, at whatever cost, would be supplemental help to the plan to keep all the rest of the local development work in balance.—May I ask whether your question is whether there should be a priority of supplies in relation to the Development Plan?

5300. No. If you agree with what I have already said, I was going to ask you how the accounting could best be arranged if you did allow the Sub-Committee to conclude that the best help it could give would be to rush in here and there rather more extensive things, such as increased expatriation allowance for a short time, such as extra contracts for exports, and so on?—I foresee no kind of difficulty at all. I am sorry if I have not understood your question perfectly. You asked me whether there would be any difficulty in accounting—I would say none at all.

5301. You suggested, in the first place, that it would simplify things if the accounts were merged.—Yes.

5302. If it was suggested that the Colonial Development and Welfare Fund could rightly bear extra expenses for a short time to keep the plan in balance and get over bottle-necks, expenses which the

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Nigerian Government probably would not contemplate and would have difficulty in getting support for from the Legislative Council—how would that affect your suggestion about the merging of the accounts?—It would be additional to the present plan, but according to the present Treasury instructions it would have to be added to that Development Plan, one item in the accounting: “Expatriation pay, £600,000.”

5303. Would you suggest that that could be done out of monies unspent up to now?—No, because that would prejudice the present Development Plan. It does seem to me that there is margin in the overall Colonial Development Plan for the whole of the Empire from which this money might be found, but if we, within our own scheme, started introducing additional items, it would, of course, adversely affect the amount of money which we have been promised over the 10 year period.

5304. Even though it is clear that you will not get your Development Plan finished the way things are going at the present time.—May I say that I think you are assuming that at the end of the 10 year period no unspent money will be available.

5305. I am not. I am suggesting that there will not be at that time the right balance between the different kinds of development in Nigeria. I am suggesting that the hold-ups that we have seen have shown us that there will be dis-balance in a short time.—Even at the end of eight years from now?

5306. Yes, I think so. Some of the problems we have met do not seem to offer solutions within eight years. What I want is this. If we go back with a series of suggestions whereby we want to help you, are we to take it that we must recommend that all these extra things be paid for by extra grants from the British Treasury, or else incur your displeasure?—Unless it is made a supplementary grant it is bound to prejudice, over the 10 Year Plan, the present grants.

5307. Except that the present grants are in terms of money and the Plan is in terms of people and things?—What I would have hoped, if the idea was accepted in principle, is that in practice it could be put on the Colonial Office Vote.

Mr. H. D. Hughes.

5308. When the Chairman was questioning you about Organisation and Methods, I got the impression that you rather felt that that was specially needed on the clerical side of the Administration. Do not you feel that there is also a strong case for a review of the whole administrative machine, to find out what are the responsibilities of the D.V.S. and the

A.D.V.S. in the field and how much of the routine they are doing which could be cut out to enable them to get on with their development job more efficiently?—I believe the answer to that is that at the present time we have half the number of Administrative Officers we should have, and when we are fully staffed the difficulties will not exist, as they do now.

5309. So you do not think that there is a basic need for a possible increase of establishment of Administrative Officers if you are really going to be able to push on these schemes of development and mass education and secondary industries, and so on?—Not in the immediate future. I think one can look five years ahead definitely and say, “No, provided we get the approved establishment of Administrative Officers, no further expansion is necessary.”

5310. But is not it true to say that the Administrative Officer nowadays has far more routine work than his predecessor had before the war, and that the tendency to work on quarterly returns and this, that, and the other, has been an increasing one, and therefore he has less time to spend in his contact with people than he used to have?—I think it is true to an extent in every Department of Government, that professional officers and Administrative Officers do have to spend far more time on paper work than their predecessors did, but I do believe that that is due to shortage of staff. On the other hand, I do realise that, with the acceleration in the tempo of administration in West Africa which has come within the last five years, nothing before can be compared to it, and it may be that we shall have to review the staff organisation and employ administrative assistants for doing a lot of the executive work, leaving the senior staff to do the administrative work.

5311. But you do not think you need O. and M. assistance in a reorganisation of that kind?—I do not think so really. My feeling is that we have got in the last five years this acceleration in departmental organisation and office organisation. We have not met it at all. We are still trying to deal with the work on a pre-war basis. We have got to modernise ourselves and we have got to do it quickly. I am quite sure that if one had time, that could be done. I happen to have been in a country like Palestine where one did see modern methods, but I can see quite easily that anyone who is an expert could go round our Nigerian Secretariat and all these Departments, and save a great deal of money.

5312. Going on from that, the costing of some of these buildings which have been going up has risen phenomenally while the buildings have been in the process of rising. Has there been any independent attempt at costing the work of the P.W.D. in the last few years?—No, so far as I know there has

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not been. The last eighteen months have been most unique in the history of Nigeria. We have had three salary commissioners and cost of living commissions. We have had probably more strikes in eighteen months than ever we have had in the whole history of Nigeria before, and I do believe that we are now coming to a year of stabilisation. Whether then we should have an inquiry into P.W.D. costs is, I think, a matter for consideration, but again I can say that throughout the Empire generally it is found that P.W.D. costs are far higher than a public works contractor's costs, I think partly due to the general higher quality of work in the Public Works Department and partly due to the fact that a contractor uses methods which a Government does not employ in relation to its staff.

5313. It has been said to me by a number of representatives of other departments from time to time that if you want a building done in a reasonable time you have to do it yourself, and once P.W.D. come in, it gets completely out of hand, therefore I do think the question of a simple independent costing might be borne in mind?—If we are unable to get an expert from the Treasury I think possibly a firm like Sir Charles Higham might be very well used here for six or twelve months, and I think they could cover an inquiry in relation to P.W.D. on costing.

5314. On the question of Africanisation, I believe the Nigerian Government are contemplating a survey of the senior service needs for African personnel over a period, and that there is some possibility of revising your education and training plan to meet the requirements. I would also ask whether there is not really a strong case for some survey of the demands for skilled African personnel at a rather lower level—the artisan level, and so on—over the next ten or fifteen years, and an attempt to relate the work of the technical education branch to that; because these three trade centres which are going up seem to be almost laughable in view of what I would consider to be the needs of the country. I do not know what your opinion is on that?—I think that would be of value.

5315. Now, on staff from home, has the question ever been considered not simply of getting people out here for special jobs but of asking home Government Departments and home local government departments if they would consider seconding staff for a period, shall we say, of five years, and are there any superannuation difficulties and so on which stand in the way of an assistant director of education in England coming out and working out here for five years and then going back to local government service in England?—No difficulty at all, and both here and certainly in Palestine it was part of the policy to try

and get people from home for two or three tours—it helped them and it helped us—but only last week I have been trying to get a chief accountant for a new electricity undertaking here—I think it was from the West Ham Council—but the local authority concerned regretted they could not spare the man; but we would welcome them. From our point of view, it would be far better to have secondments from local government at home and from government departments at home on appropriate terms. We can pay more to a man who is merely seconded; he is not a pensionable officer as far as we are concerned and we pay his pension contribution to his employers, and anything that can be done in that way, with statisticians and accountants and electrical and technical people, and so on, would be welcomed very much indeed.

5316. Appeals are made from time to time to the home civil service and home local government service by the Crown Agents or the Colonial Office?—Yes. For instance, you saw the colliery at Enugu. One thing required there, in my opinion, is a first class cost accountant; we have no idea of proper costing. We have asked the National Coal Board if they can second anybody and the answer is no, they have no one they can spare.

5317. What is the position in regard to the review of anomalies in the Harragin Award? I gather, for example, that there is a strong feeling amongst veterinary students that they are in a very anomalous position compared with people of equal educational qualifications and training in the other professions, and I wondered what procedure there is for reviewing the various Harragin scales as regards the African trainees?—Before the Harragin Report was issued I think every department and association made representations to the Commissioner, Mr. Justice Harragin. The Report was then published in December 1946 and it was then circulated to all departments and civil service organisations, and Government received representations again from heads of department and so on. The modified report at that stage was then put to the Legislative Council, who adopted it, and subsequently the civil service associations made further representations, as a result of which I was directed by the then Governor to meet every civil service association which had expressed dissatisfaction with the new terms. Every representation having been considered by me, it was then put to the Chief Secretary and by the Chief Secretary to the Governor. I can think of probably a dozen points still under consideration by the Secretary of State in relation to doctors or under consideration by the West African Government in relation to clerical staff and technical staff, but generally speaking I think 99 per cent. of the points put up by the departments

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[Continued.]

and associations have been cleared up. The machinery is that they submit through their head of department in the ordinary way, and they all have a right of appeal to the Secretary of State.

5318. On the general financial situation, obviously one of your great difficulties at the moment is limitation of dollar expenditure. Has the Nigerian Government ever asked permission to make an application to the International Bank for Reconstruction and Development, or has the Colonial Office on your behalf put up to the British Government the question of such a loan which would enable you to get supplies from dollar sources?—No application has been made by the Nigerian Government to the Colonial Office for such a loan. We have been informed that a dollar ceiling has been imposed for the whole of the Colonial Empire and that the ceiling for Nigeria is X dollars. We have fought and are still fighting for that to be increased, because we have a lot of leeway to make up, and with orders placed and import licences having been approved the stuff has not yet come forward, and we regard it as absolutely imperative that we should have a higher allocation of dollars. As to whether those dollars should come from a loan or from recurrent earnings, I must admit I have never addressed my mind to that at all. It does seem to me offhand that the dollars that we are getting may be partly the result of loans to the British Government for the United Kingdom and Empire and partly from its current earnings.

5319. Was the Nigerian Government consulted on its likely requirements under the Marshall Plan?—Not to my knowledge.

Mr. Parkin.

5320. Is your dollar ceiling related in any way to Nigeria's dollar exports?—Not at all, as far as I know.

5321. Your dollar exports have been stepped up considerably?—Oh, yes. Speaking without the figures, in 1946 our dollar imports were probably of the order of £6 millions; our dollar earnings were probably of the order of £9 millions. In 1947 I should say our dollar imports were lower and our dollar exports higher.

5322. What are the principal items of dollar exports?—Cocoa is the principal item.

Mr. Yates.

5323. I have been very interested in the question of trained clerical assistants, and going round the various regions it seems very obvious that there is a very serious problem there. You have described the clerical assistants as poor. In the Eastern Provinces official evidence described them as hopelessly inefficient, and they had no typewriters, a dictaphone nobody knew how to use, and old bits of machines. Then we were told that Africans would not train Africans; that they were afraid

of losing their jobs, so that in the lower clerical jobs Africans could not be persuaded to train others, and also that no one was appointed to give them training, and they had never considered giving extra salaries to persons qualified to train. I should like to know whether you have given consideration to that problem and what would be your suggestion?—The suggestion for an efficiency expert to come out here is partly related to the need for doing something in relation to the clerical staff and the ordinary office organisation throughout every department in Nigeria.

5324-5. I was not thinking of an efficiency expert; I was told rather categorically that there was a difficulty in persuading Africans to train African clerks, but in my discussions with Africans who are in the clerical service I have been told that, whilst there is a certain fear of insecurity, they would support a system where perhaps some of their numbers were appointed to train for jobs for which special remuneration might be given. I was thinking not of bringing someone out here but of persuading those who have the ability in your service to train those below them?—We are doing that in the Accountant-General's Department and I agree it should be extended. In the Accountant-General's Department there is an African senior accountant who gives lectures five days a week. I think they come in for a six months course and it is not only for new recruits but for people already in the Department. They are brought back into the training school for further training.

5326. I have also heard on my travels round that there is very much dissatisfaction with the rate of wages—the £84. Though it is understood, I think, that you try to attract the technical people by offering higher salaries, there are other difficulties which create great dissatisfaction; for instance, whilst you agree to pay overtime for the technical people, you do not pay overtime, I understand, for the clerical section. Is that correct?—That is correct in fact but in practice I doubt very much whether the amount of overtime paid in the technical grades related to the whole of the service does amount to very much.

5327. I am told that there are a quite large number of Africans who are in the clerical service and who would like higher training; for instance, I was informed that one member of the staff employed by the Government had applied to go to England to study secretarial work and that his application had been declined. At present he is taking a correspondence course with a firm in Sheffield, and it will take him three years to qualify. I also heard from a Divisional Officer in Zaria that a recommendation for a member of the Native Treasury staff also to go to England (he was an assistant accountant) to get account-

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[Continued.]

ing experience had been made and that that recommendation was also turned down. Do not you think there is some scope for giving some special facilities for people who can benefit by this sort of clerical and accountancy and secretarial training which could be obtained in England without necessarily going through the ordinary university college?—Yes, and we are taking advantage of it, because we are in fact sending people to different departments at home. Many of our postal clerks have been to the Post Office in England for further training. In the Accountant-General's Department people are going to the Crown Agents. Whether that could be extended to clerical works in, say, the Agricultural Department, is I think a matter for consideration.

5328. Another point made to me by a member of the clerical service union was that the only applications that the Government really considers are those which come from the Secretariat as such, and that they do not go outside that. Is that correct?—Certainly nobody in the Secretariat that I know of has ever been sent to the Crown Agents; certainly not.

5329. I am giving you two examples, which could be backed up by evidence, where they have applied and they have been declined, and I should have thought they were two suitable cases?—From what departments? What I have in mind, you see, is that there may be no value in sending a clerk in the Agricultural Department to the Ministry of Agriculture at home, but the suggestion I understood was that preference had been given to Secretariat officers?

5330. Yes; that was the case. Take, for instance, the Health Department. If there is a clerk there who is a good clerk and wishes to obtain further training to become more expert, he finds that because he is not in the Secretariat he cannot be considered?—In the medical estimates for this year just approved there is an amount of £6,400 for courses of instruction. How much of that is related to clerical staff I cannot say, but in these estimates generally in every department you will find an amount of money for courses of instruction, for junior service officers to receive approved courses either at home or elsewhere. I should not like honourable Members to feel that there has been any preference given in the Secretariat to its officers, because they may control the votes. Mr. Pleass would be able to confirm this: there is Mr. Ojo, who went to the Colonial Office—he is an administrative officer and not a clerical staff officer. There is Mr. Odibo, who is going to study local government methods—an administrative officer and not a clerical staff officer. I do not know of any other clerk in the Secretariat who has been sent home.

5331. You said something about procedure. Cases have been brought to my notice where it took a very long time to get what was a normal order through before material could be obtained. I was informed that a headmaster wanted material for uniforms and if he put it through the normal channel it would take several months to get approval for them. In that case what he had to do was to buy the material and get approval afterwards. I do not know whether that is in order?—It is what I should do if I had waited several months, but in fact I think there must be ignorance on the part of the headmaster, because the Chief Storekeeper of the Public Works Department indents for all uniform material for all Government Departments, and he has, I assure you, tens of thousands of yards always in stock. It must have been ignorance on the part of the headmaster.

5332. In this particular case the man said he got it from the U.A.C. by sending them a cheque and he would have lost it if he had put it through the normal machinery—he had had too much experience of delay?—I am sorry to hear it, but I do not know any more of it than that.

5333. In regard to the estimates generally, if the schemes are not carried out for which money has been allocated in one year, could you tell me what the procedure is? It would appear that some people are confused about that. They think that when the scheme has not been carried out it finishes there and therefore it is not carried over to the next budget?—You first have personal emoluments, and there is no question of a re-voting of that: if the man has not been appointed the money is there for the following year. There are recurrent votes on the other service, and if they have a vote of £250 and they only spend £200, the vote the following year is £250. As regards special expenditure, it is quite wrong to say that if the money is not spent at the end of the financial year it is not re-voted. Finance Committee are dealing with dozens and dozens of applications, particularly in the three months April, May and June. As far as extraordinary expenditure is concerned, it is already in the estimates, showing the amount provided last year, the amount estimated to be spent, the balance, and it shows re-voted money first, new money second, and new works third.

5334. So that in the case where, as I saw in one report, they were held up for machinery for the science laboratories (a sum of £1,300 was involved) they were waiting for that and if it had not come in the one year it would have come in the next?—Yes.

Mr. Edward Davies.

5335. I am interested in Mr. Savage's contention that a lot of time is wasted in

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dividing the development grants from the home revenue and expenditure. I would like more information on this point. Mr. Savage is making the point that it is duplicating work right throughout the country, as I understand him, and he as Financial Officer is satisfied that a scheme could be devised whereby grants of money made by the Home Government for specific purposes could be adequately controlled without accounting for detailed expenditure in this country—is that the point?—Yes.

5336. And that the proposals have been discussed with the Colonial Office but they have not been acceptable to them?—They were prepared to consider modifications but not to take what I consider essential—a definite step in bringing this Part 3 of the estimates (this is all colonial development: hundreds of subheads and so on reflected in vouchers all over the country and in the final accounts in Lagos) back into line with the other, and I can assure you it would save hours of manpower, paper, printing and so on; and we could do it quite easily.

5337. I should think in that event we should give serious consideration to making a recommendation because the point Mr. Savage is making is that he could from an audit point of view protect the money which is voted in this way without having the two methods of accountancy?—Yes. May I interject there to say that, as regards audit, at the moment the British Government require our Director of Audit to certify that money has been spent, and he does so. It has first to be examined by the Accountant General, who certifies that the above is a correct statement. It then has to be audited by the Director of Audit for Nigeria, who puts his certificate on it, and those certificates are sent separately, apart from our normal estimates, to England, and I assume it is on those certificates that the money is paid.

5338. On this question of staff, you have been very frank with the Sub-Committee in your criticism of the clerical staff, and quite clearly we cannot send everyone to England. It has been suggested that if there were more sacking it would have a salutary effect, but is there any system of probationary employment, which means that the permanency is contingent on satisfactory service?—We have that already. People are recruited usually for a period of 3 years on probation. After that period they then serve roughly another 5 or 6 years and then they come to an efficiency bar in their salary, and each year an incremental certificate has to be signed, and I am afraid it is taken as a matter of course that people get their increment annually. Some Departments prescribe efficiency examinations, a stiff form of certificate has

to be passed by the head of the Department. I believe that one way in which we could get greater efficiency is in providing an incentive by way of accelerated increment. I believe that if each year we were to send a certain proportion of the clerical staff with a special recommendation to the head of the Department, who would give them double or treble increment, I think would help efficiency a lot. I have already put it to the Civil Service Union out here, and they are not prepared to accept it. They say that they do not think it would operate equitably throughout the Departments. But that is the practice with private employment—a sort of merit grant scheme.

5339. Now, turning to a different subject, we saw something of the tin mines in Jos. Could you tell us what income the Government gets in the shape of royalties from a new company opening up there, from a company which prospects and works a mine?—The present royalty on tin is related to the London price. It ranges from 2 per cent. to 10 per cent. on the London price, depending on the actual price in London. At the moment the price of tin is such that we get 10 per cent. by way of royalty.

5340. We saw that much land was being utilised for the mining of tin, and some of us were most anxious that the agricultural value of the land, and the aesthetic value of the land should be retained. Are you in a position to say what steps should be taken to replace the sub-soil and to make the land something like it was before?—The law, I believe, does lay a responsibility on a miner to restore the land to its previous state after mining it.

5341. The law does require that, does it?—Yes.

5342. That was rather contrary to what I heard. I heard that it was too expensive to enforce.—I said that the law requires that. I do know that the mining companies are complaining bitterly about the provisions in the law, and they are saying that if applied in certain cases it would make it impossible to mine at a profit.

5343. What percentage of the royalties is paid to the United Africa Company?—5 per cent., half the royalty collected.

5344. You are the Financial Secretary and have your hands on the purse-strings. You have a favourable balance of trade at the moment?—We have had for many many years.

5345. As we have gone about, we have heard much about some of your primary commodities, cocoa, palm oil, and ground-nuts; while we have heard that there is some provision in the case of cocoa, some apprehension has been expressed in regard

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to other commodities that there is no machinery which ensures that the market price obtained for these commodities comes back to the country. Have you any views on that?—It sounds to me as if reference is being made to the fact that we have a Cocoa Marketing Board at the present time, and a Cocoa Stabilisation Fund; whereas it is only in this year that we are considering establishing both stabilisation funds for oilseeds production and for an oilseeds marketing board.

Mr. Edward Davies.

5346-9. In reference to these wide considerations of political unrest, the other day we had an opportunity of visiting the Gaskiya Corporation and seeing something of the newspaper and pamphlet printing there which is part of the Development Scheme. Is it your considered view that that organ is likely to upset the uninformed Press stories which are going about the country which are misrepresenting the Government's work?—I cannot read Hausa, so I do not know the value of the organ.

Chairman.

5350. We are very grateful to you, Mr. Savage, for the answers you have given us, and I understand in regard to the tin mining that there are some negotiations at present going on. Is that so?—Yes.

5351. In regard to that, some of the Members of this Sub-Committee have got rather strong feelings, and I personally feel that it is something which must be faced and tackled before trouble comes. How soon do you anticipate the arbitration will be concluded?—At the moment we have a Canadian mining engineer's report which has been sent to London to the negotiators. I anticipate that either I or some other officer of the Government will be called to London within the next three months.

5352. I think our Report will be out before three months, but I think it would be very difficult for us to ignore the circumstances; and if so, we should have to frame it very very carefully. The main point is this, that in regard to the mineral wealth of the country generally and even hydro-electrical capacity, it is very important that we should clear away all the old obligations to the Niger Company, so that there can be a far greater freedom, and so that there can be established for the people concerned some sort of scheme to encourage development either by private enterprise or otherwise, which would accrue to the benefit of the people and the country, without a lot of profits going to people who have nothing whatever to do with it. If we put something of that sort in our Report by way of a general statement, and something to aim at, I do

not think it would be unhelpful to you, whatever may be the state of the negotiations.—It would help us very much.

5353. I think it is a matter which everybody, including the people themselves, would desire, because I think that we at the moment are storing up trouble and definitely retarding the future of the country, which I do not think is justifiable. We are very grateful to you, Mr. Savage, for your assistance to us, and for your kindness in coming up here to see us. I want to say how extremely obliged we are to Mr. Pleass for the help he has given us. We could not have done our work without his help, which has been most generously given. His great knowledge of the whole country and its past history has prevented us, I think, on many occasions, from making mistakes. He has done all his tutelage of us with great tact. We hardly knew it was being done, and I do want to express on behalf of the Sub-Committee our very great thanks to him. I should now like Mr. Pleass to tell us what he feels, about these various points, having heard the remarks which have just been made by Mr. Savage, and the points which he has noticed in travelling round with the Sub-Committee and which he thinks are of importance.—(Mr. Pleass.) Thank you very much, Sir, for your extremely kind remarks about me. I would like to say that I have greatly appreciated the privilege of being allowed to travel round with this Sub-Committee. I think I have learned probably more than the Sub-Committee has learned.

I would like to start off by saying in regard to the decentralisation of central control, that there is a certain amount of misunderstanding. I would like to take as an example the rural water supplies. In the Estimates which I have here there is an amount for expenditure in each Province. That is allocated by me to the Director of Public Works and sub-allocated by him to the Regional Deputy Director, and there is no reason that I can see at all why, if the District Officer thinks he can introduce a small scheme, he should not arrange it with the Provincial Engineer and get the money from the Regional Deputy Director. What I imagine is happening is that the technical difficulties of small schemes in many cases are greater than the average District Officer anticipates; but I would assure the Sub-Committee that there is a great deal of decentralisation in this matter.

I would like to say that, as I have travelled round Nigeria with the Sub-Committee, I have come to a full realisation that it has been, and it is, the object of the Sub-Committee to help Nigeria in its development, and only to help. I do, however, feel that there is a possibility

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which arises from that very anxiety to help that the Sub-Committee may have gathered too pessimistic a picture of what has been accomplished since, inevitably, through the desire to help, the stress has been laid on what has not been done rather than what has been done. That is inevitable, I think. A great deal has been done, but I admit that a great deal more remains to be done. In that connection it can fairly be said that Nigeria has only been in effective occupation by the British for a period of about 40 years. The rights of the Royal Niger Company were handed over on the 1st January, 1900, when the Protectorate of Northern Nigeria was formed. On January the 1st, 1914, North and South Nigeria were amalgamated; but, even in the early years of the 1914-1918 war, patrols were still operating in the Eastern Provinces; in fact an armed patrol had to operate to force the railway through to Enugu, because the coal was very urgently required at that time. Numerous factors have militated against a more rapid development in Nigeria in the past 40 years. The first one is that during the entire period that the British Government has been in occupation, until 1939, we had to rely solely upon the revenues of Nigeria. I would like to give one graphic illustration of what this has meant. In one of the years just after the big slump of 1931 the total sum of money available for all Public Works extraordinary expenditure in the whole of Nigeria amounted to £14,000 only. All Members of the Sub-Committee have seen the enormous size of this country, and they can realise what a figure like £14,000 means in that connection.

Another factor which is, I suggest, of great importance is that many solutions which would be simple and easily applied in a more developed country such as, for example, the West Indies, where there is a long tradition of Government well understood by the people, are extremely difficult of application in a country like Nigeria where the people have not that tradition of ordered government. A good example of that is afforded by the fact that only in December last the building which had been erected to house the Pioneer Oil Mill at Ubaha in the Oba Division was burnt down. Although the Clan Council had agreed on the site and fixed the site, the people of the village said, "We do not want this mill. We will not have it", and the women walked in and burned down the mill, and, incidentally, burned the Native Court as well, for good measure.

Another important factor is, of course, the vast distances in this country, of which all the Members of the Sub-Committee have now had some experience; and, judging from the point of view of the country as a whole, the inadequacy of the roads and other means of communication, which

you have also experienced. Over a large part of the country, particularly in the Northern Provinces and the Cameroons, the only means of locomotion for Government Officers is either on horseback, by bicycle, or on their feet. In this connection I would like to quote an example from the Bamenda Division, which is an area in the north of the Cameroons of 7,000 square miles, and in which there are 23 Native Authorities. There is one main motor road running through that Division; it is true that there are a number of small feeder roads, but running through the Division is one main road, only. In 1942 it took me personally 5½ months to visit each Native Authority in that area. The importance of roads in those areas lies in this, that until there are roads it is a matter of great difficulty to secure the establishment of dispensaries and good schools, because they cannot be adequately supervised by the Medical Officer and the Education Officer. They have not the time to go walking into the bush for weeks on end, as a District Officer may have to do. Therefore, it is the general practice to establish dispensaries as close as possible to the motor roads.

A great deal of evidence has been given, or has emerged in reply to questions, on the subject of the Government's industrial policy. The Government's industrial policy has been published, and it is to the effect that we should welcome private enterprises establishing industries in this country. In fact, during the past 18 months many firms have made enquiries with regard to a variety of industries. Some have been established, but for one reason or another more of them have not yet taken any effective action as a result of those enquiries. Why this is, I do not know, myself. In certain cases, such as in the case of this spinning mill, the Government has decided to take action on its own, and an application has now gone forward to the Colonial Development Corporation. Various other schemes have gone forward as applications to the Colonial Development Corporation, as the Sub-Committee very kindly allowed me to explain in an interjection at Ibadan. A good deal of work in connection with economic development is being done by the Nigerian Local Development Board, which at present finances the Pioneer Oil Mills schemes and other schemes, and it has made loans to various co-operative societies for purposes in connection with their own industries, and to various town planning authorities in connection with various town planning schemes; and particularly the Bamenda Cross River Calabar scheme, which is the largest resettlement scheme in the country, and for which loans and free grants totalling £34,000 have been made. In connection with that scheme, it may be of

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interest to the Sub-Committee to know that last year 40,000 oil palm seedlings were planted in nurseries which they are establishing as part of that scheme.

With regard to the large-scale mechanisation of agriculture the difficulty at present, of course, is the system of land tenure established, which definitely militates against the large-scale mechanisation of agriculture. I have no doubt myself that in many parts of the country in time those difficulties will be overcome, either as the result of co-operative farming on the part of the villagers, or, by the adoption of a communal farming scheme on the part of the villagers, but I am absolutely certain in my own mind that it will take time and that we cannot rush the people too rapidly in that respect. The peasant all over the world is conservative, and I am quite sure that in Nigeria he is extremely conservative. One factor which, I believe, influences private enterprise regarding establishing industries in Nigeria is the difficulty of securing trained African artisans and men to operate the machinery. So far, very few Africans have been trained to operate machinery and I have no doubt that a vast extension of our technical training system is essential, and that it will come. During the course of the evidence, some witnesses have come out in favour of cutting out those portions of the Plan in which little progress has been made, either because those schemes are dependent upon imported material or for various other reasons, and of pushing on rapidly with such portions of the Plan as can show definite progress quickly. Others have expressed a desire to remodel portions of the Plan. I would be the first to admit that the Plan is by no means perfect, but it is a co-ordinated plan, which endeavours to provide for the over-all even development of the many services required in this country. To concentrate on those schemes under the Plan in which progress might be more rapidly made at the expense of other schemes would, it seems to me, result in the slowing down of what many people would regard as the most important schemes. For example, both urban and rural water supplies are almost entirely dependent on imported materials and on staff. If we closed down or reduced either of those schemes for that reason I think we should be making a mistake, because I regard water as the most important of all things in Nigeria. At the moment all the schemes in the Plan have made a certain degree of progress, with the result that there is something to show in almost every part of the country, even if it is only something very small, for development. Were certain of the schemes to be closed down in order that staff and materials could be concentrated on other schemes, I feel that it would

inevitably mean that some areas of the country would not benefit at all; while deliberately to cut out some schemes and to substitute others would be to destroy, I would submit, a very carefully thought out plan. In this connection I would like to reiterate the words of the Emir of Zaria the other day when he met the Sub-Committee, in his request that one officer should not destroy the half-completed work of another officer because he did not happen to agree with it. I can speak with a clear conscience in this matter because I am not the author of this Plan and there are certain parts of it with which I do not agree, but I have seen so many instances in Nigeria in the past 20 years of one officer destroying the half-completed work of another officer because he did not happen to agree with it that I have come to regard such action as the one certain method of ensuring in the long run the least degree of progress. We have here a carefully thought out Plan which has been approved by the Secretary of State and passed by the Legislative Council, and I would hope, Sir, that it will not be drastically changed as a result of any recommendations which this Sub-Committee may be pleased to make.

I would like to close the few remarks I make now on a plea for assistance. Nigeria, I believe, has great possibilities, but these can only be developed by a partnership of Briton and African, a partnership in which we must take the African step by step into our confidence and win his trust. From Britain we need capital and technical and managerial skill in order to train the African, and I hope, if the members of this Sub-Committee are as convinced of this as I am, that the visit of this Sub-Committee will in future years be looked upon as marking the date from which that fact became clearly known to a large number of people in the United Kingdom.

5354. We have addressed so many questions to you, Mr. Pleass, during the last three weeks that I do not think there is a single question left to put to you. You have summed up the whole position in that paper of yours, and we can only reiterate the hope that the work the Sub-Committee have done here will be of assistance to you and to the people in Nigeria. We are very conscious of the fact that, though it is Nigeria we have visited, the vast scheme of colonial development covers the whole Colonial Empire; and, whilst there are peculiar circumstances here, there is a certain common line running through all these schemes, and the Sub-Committee will have to bear that in mind; so I would ask you to remember that, whilst naturally Nigeria is the one country that looms large in your mind, the Estimates Committee

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are responsible for looking at the Colonial Empire as a whole from the point of view of the British taxpayer. I put that to you as a word of caution?—Yes.

Chairman.] It only remains for me to thank you once again, and I think that concludes the business of this Sub-Committee in Nigeria.

Adjourned till Wednesday, 28th April, in London.

WEDNESDAY, 28TH APRIL, 1948.

Members Present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Sir Peter Macdonald.
Mr. Parkir.
Mr. Yates.

Sir JOHN CALDER, K.C.M.G., Senior Crown Agent for the Colonies, Mr. W. L. WATSON, C.B.E., A.M.I.C.E., Engineer-in-Chief, and Mr. H. G. SAVAGE, Deputy Head of the Engineering Contracts Department, called in and examined.

Chairman.

5355. We have had the advantage of seeing the memorandum which you have circulated.* In that document you give an account of the work of the Crown Agents and you indicate the very vast scope of your operations. I do not know whether you would wish to add anything to the memorandum which you have submitted, because no doubt members of this Sub-Committee will have a good many questions to address to you on the various aspects of it. Is there anything you would like to say?—(Sir John Calder.) I have it in front of me.

5356. Is there anything on the first paragraph which you would like to supplement in any way?—I do not think there is anything which I want to supplement in any particular paragraph. The real point I wish to emphasise is the multiplicity of activities which we cover, both in the number of principals we deal with (there are 60 or more of these whom we act for, not only Governments, but also Municipalities, Harbour Boards, University Colleges and so on) and the great variety of their demands; there is practically nothing which we do not in the course of our activities order. I think that is the point that makes the preparation of statistics about the work of our Office rather difficult. It is difficult to bring out a clear picture,

* See Annex C.

because it is doubtful whether you gain much by lumping together the demands of an enormous variety of principals for an enormous variety of goods. In order to get a picture of any particular aspect, it is a matter of selecting out particular orders from particular principals, and it is not always easy for us to do that, because the principals order goods from us and they do not necessarily tell us in detail what the goods are required for or what Vote they are chargeable to; that is entirely a matter for the Colony to settle. We are satisfied when they tell us that they accept financial responsibility for it, and we proceed to order it.

5357. Great changes have taken place as a result of the war with regard to this, and as a result of controls that are now imposed by various other departments. What adjustments have you made in your organisation to fit in with the new set-up?—Of course, during the war we had to work under the controls. They were much more serious during the war than they are now. There has been some relaxation since. On the matter of railway materials, they are programmed by the Ministry of Supply, and we have to get our principals to estimate their demands in advance and forward them to us, so that we may put them to the Ministry of Supply and the Inter-Departmental Committee fit them into the programme with the particular manufacturers.

5358. What is the Inter-Departmental Committee?—The Ministry of Supply have,

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on railway materials, an Inter-Departmental Committee, to which we are occasionally invited.

5359. You are occasionally invited to it? You are not there as a matter of course?—We are not there as a matter of course, no.

5360. Is it not a fact that your requirements for railway materials, not only for Nigeria, which we know about in particular, but for a great many other colonies, are very great indeed?—Yes, I think it would be fair to say that they are very great indeed, although they are small in comparison with the requirements of the home railways and the general export requirements.

5361. That brings me to the next point which the Sub-Committee would like to know about: what is your position in regard to priorities?—It is a question which is difficult to answer except in relation to particular items concerned.

5362. But in general what is the machinery that you use in order to put up a case which, in your opinion, and in the opinion of your principal, is of the utmost importance: what steps do you take to get high priority for that particular thing?—If it is an item which is subject to allocation or programming in this country, that is to say that a particular Department or a particular Inter-Departmental Committee programmes or gives allocations, we would be represented either directly or more probably by the Colonial Office, who are in a sense our principals, on the committee, and the special importance of these colonial items would be stressed by the representative there.

5363. There would not be a representative of the Crown Agents; you would act through somebody at the Colonial Office?—Normally on a materials committee there would be a Colonial Office man and one of my officers would be there. One of my officers is called the Principal Priority Officer for the Secretary of State and he attends the committee.

5364. He attends all committees, does he?—Those dealing with allocations of materials, yes, personally or by deputy.

5365. Take a matter like steel, for which there is a great demand and which is rather scarce: what steps do you take to impress upon the Colonial Office the real urgency in your view of getting a sufficient allocation of steel for any particular purpose?—Well, the committee makes a quarterly allocation, and our man and the Colonial Office representative go to that meeting briefed with the importance of the colonial demand.

5366. But supposing the allocation given to you at the quarterly meeting is, in your view, insufficient to meet an urgent demand, what further steps of representa-

tion can you make?—(Mr. *Savage*.) The position actually in regard to iron and steel is that the Crown Agents as such do not get a direct allocation.

5367. They do not get an allocation at all?—No. Our requirements of iron and steel in their various categories are submitted to the Board of Trade, that is to say, the appropriate department which deals with direct exports. Our requirements are programmed to them quarterly and are included in their submission of requirements to the Chairman of the Materials Committee.

5368. So it means that your requirements are lumped in with all other export requirements?—Our requirements are part of the direct exports and are not specifically allocated.

5369. The Sub-Committee must therefore assume that the requirements of a British colony have to take their chance with the general export policy?—Frankly, yes. (Sir *John Calder*.) That applies to the steel requirements, not the requirements for locomotives, wagons made from steel; it only applies to iron and steel as such.

5370. Structural iron and steel, and that sort of thing?—(Mr. *Savage*.) Yes.

5371. Take this case, Mr. *Savage*: you have got from your principal, say, in Nigeria, an urgent demand for locomotives for the Nigerian railway. You cannot build locomotives without steel, and in that particular case I think the building was divided between the Vulcan Company and the North British Locomotive Company. They cannot build them without getting steel. Who sees that they get sufficient steel?—The Ministry of Supply. Perhaps I have not explained that properly. Iron and steel are a little involved. When I mentioned direct export, that is steel of the more or less finished type, unfabricated steel, such as bars, sections, girders, angles and that sort of thing. That comes under the Board of Trade B.T.5 direct export, but where you require steel for a manufactured article, such as a locomotive, a machine tool, or anything of that sort, that comes under the Ministry of Supply B.T.4 symbol of steel. So that if you want steel for locomotives that is a matter for the Ministry of Supply and this programming committee comes under the D.R.E. of the Ministry of Supply, that is the Director of Railway Equipment, and they have an allocation out of the Ministry of Supply of steel which is a separate one from the Board of Trade, and the Ministry of Supply in their wisdom allocate their total allocation amongst their various claimant branches. The whole of the rolling stock side would get a total block allocation and this committee of the Ministry of Supply in turn sub-allocate it to the locomotives, wagons, carriages and so forth.

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5372. But in that allocation they are governed by certain representations?—Yes.

5373. Do the Crown Agents have any special claim for consideration for colonial development?—I think the answer to that, frankly, is no. We have no general claim to priority.

5374. No general claim at all?—The claim must be made on specific grounds. For instance, it has been made in connection with the Tanganyika groundnuts scheme and again for the relaying of the Nigerian railway, the Minna-Jebba and Kano-Zaria section, in connection with the removal of groundnuts in the north. On the specific ground of urgency in regard to the movement of that particular commodity, we are in touch with the Board of Trade who have achieved a measure of priority as such—actually it is called “preferential treatment,” because I think there is no such thing as “priority” for export.

5375. You like to call it “preferential treatment”?—I think the authorities do.

5376. I did not think that soft words would turn away the wrath of the Nigerian railways?—I know. For a specific object we do approach the particular authority and get together and they achieve generally that measure of putting that particular job to the head of the queue.

5377. How long does it take for this complicated process to function?—We have had evidence as to the dates when you, as Crown Agents, were asked to supply certain urgent rolling stock material, locomotives and other forms of rolling stock, to a particular railway, and that started prior to 1943. We are now in the year 1948. When the Budget for 1943-44 was being prepared by the Nigerian Government, the requirements of the railway were therein included. We are now in 1948, and still they have not got that material. Whose fault is that?—(Sir John Calder.) Are you suggesting that Nigeria has not had its fair share of the allocation, because they have had large supplies of both rails and rolling stock?

5378. You consider that they have been under the preferential treatment?—I think they have done reasonably well, considering the general position in this country in these years you have mentioned.

5379. You are trying to tell the Committee, no doubt with great knowledge, that the requirements of railway materials are such, both at home and overseas, that you think that the colony has not done so badly?—Yes. I do not know that I would say that the Home railways had not done perhaps a little better. They naturally are the biggest market and have the biggest pull with the manufacturers, but I think the colony has been reasonably well looked after.

5380. Supposing the Board of Trade, under their export scheme, are asked to send rolling stock and locomotives and so on, say, to South America: you know what the colonial requirements are. Are you in any position to represent to one of these committees that before these things go to South America you consider that the colonies should be looked after?—There is a danger in these trade treaties in the push to gain hard currency exports; there is that danger; and we can only argue our case before this Ministry of Supply committee, with regard to railway materials. I should think the Crown Agents, backed by the Colonial Office, would at least be able to make their case as well as the Board of Trade.

5381. You mentioned just now a trade agreement?—Yes.

5382. You mean a trade agreement between this country and some foreign country?—Yes.

5383. Under the terms of that trade agreement it may be that we undertake to supply certain material which we want particularly for some colony. Are you consulted before those trade agreements are signed?—Certainly not the Crown Agents. I do not know how far the Colonial Office are brought into it. They are the people who deal with policy matters, not us.

5384. You are telling us that you simply stand in the queue and take what is given to you?—I hope not. We always do regard the Secretary of State for the Colonies as our principal, and we make quite sure that his people know the story which we put up. It is generally a joint representation from them and our office that goes to the committees.

5385. I would like you to turn to paragraph 5 of page 2 of your memorandum. There you have a paragraph in regard to the pay, which includes the East and West African Widows and Orphans Pensions Scheme. How comes it about that the Crown Agents have responsibility for pensions schemes in Africa, and apparently nowhere else?—I think it is largely historical. These schemes were worked out mainly at the Colonial Office, who drew up the terms of the schemes and sent them out to the Governments, and then considered their comments and eventually got an agreed scheme passed; and the Crown Agents were made the managers of it, that is to say, we actually calculate the pension and credit the contributions and pay the pensions. It all falls within our function to do that work. In some cases the colony manages its own widows and orphans pensions scheme, particularly if the bulk of the pensioners are resident in the colony, where it is an obvious thing to do. But in the East and West African schemes the bulk of the pensioners are in this country. These only apply to European officers.

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5386. But your main function as Crown Agents is to obtain materials?—Oh, no, Sir! Our functions are surely very much wider than materials. We are general agents for the colonies for any functions which they want performed in this country. Obtaining materials is our largest function possibly, but we do every other sort of thing which the colony wants us for as agents in this country.

5387. It means that you have to have an enormous number of branches of skilled people versed in many things?—Yes.

5388. All the costs of what you do are paid for mainly by the colonies, are they not?—Entirely. There is no expense on the United Kingdom government at all.

5389. Anyway, the point about that is that if you have these vast and comprehensive duties, all that has got to be paid for out of colonial revenues, and how are your accounts audited? Are they reviewed by the Auditor General?—Yes. Our office accounts, that is the commissions we charge to the governments for the work we do and the fund we have ourselves, are audited by the Comptroller and Auditor General every year. The actual colonial accounts which we keep for each colony are audited by the local colonial auditor under the supervision of the Director General of Colonial Audit.

5390. In regard to the general work you do about the acquisition of materials and so on; under these big development schemes, like the Food Corporation scheme, and so on, which are now going forward in East Africa, are you agents for the Corporations as well?—No. The only part of the ground-nuts scheme we are agents for is for the railway, where our principal is the Tanganyika Railways. They are the agents for the Food Corporation in building that railway.

5391. So we may assume that your functions are confined purely to colonial government work and not to Development Corporations in any way?—That is so.

5392. You said just now something about doing work for other bodies. What did you mean by that?—Various colonial municipalities, town councils, harbour boards, and those new university colleges and so on. Also the Nyasaland Tobacco Board.

5393. Are they free to use any other agents?—Yes, it is purely optional whether they come to us.

5394. So the Sub-committee may assume that there is no option for the colonial Governments; they must use your organisation?—Yes, strictly speaking they ought to. The rules are enforced with differing degrees of strictness, according to the advance of the particular colony towards dominion status. The interpretation of them gradually gets looser and looser.

5395. Are we to assume that in the case of Burma—?—Burma never came to us. Ceylon is an example.

5396. Ceylon, being independent, no longer deals with you?—Ceylon, being independent, is negotiating with us as to how much of the work which we did for them they should take over. I think they are rather appalled at the staff and expense it would cause them if they attempted to do all that work. I hope they may leave a good deal to us.

5397. Where a group of colonies or a colony has a separate office in London, do they keep contact with you or do they act independently of you?—They keep very close contact with us. These offices are not primarily for doing the same work as we do. They advertise the colony and advertise its business opportunities and so. We do that on a minor scale for colonies without a separate office, but as soon as they set up a separate office we hand that work over to them.

5398. We have the particulars of the size of your staff and your inspectors scattered about throughout the country. Are they all whole-time officials?—Yes, all whole-time.

5399. You told us in shipping that you include in your duties the management of the pooled marine insurance scheme. Do you carry the insurance scheme on your own, or do you work through Lloyds and similar organisations?—We have one of our own but we work closely with the other associations. We just take a maximum risk in our scheme—I think it is £15,000, the maximum we carry on one shipment; and on any bigger risk we put it off with our underwriters.

5400. How are these losses met—from a reserve fund gradually accumulated by the colonial funds?—Yes, from a reserve fund which has been gradually built up.

5401. And the contributions for that come from all colonies?—They come from the premiums charged. Some colonies do not insure and they do not come into it.

5402. Are they free to do a separate insurance?—No, they simply do not insure. They carry their own risks. Ceylon was an example of that.

5403. You are satisfied that that is the best system?—Yes, because the marine insurance funds has been very successful and is able to give very low rates of insurance for covering risks.

5404. The other point is this. It is quite obvious that private enterprise in some cases is able to get materials and to send them out to their particular operations quicker than you are able to supply things of a similar nature to the same colony. Have you any comments on that?—I could make comments on that at great length.

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We do hear this from time to time. If it is put to us by a Government department that someone can get something of the same kind more cheaply or more quickly than we can, the first thing we do is to ask for exact details of the goods and find whether they are comparable, because in many cases we find that the specifications which the Government department has put to us are much stricter than the specifications for the goods which the private importer is getting. Another aspect, of course, is the black market. The private importer can indulge in black marketing in a way in which it would not be proper for the Crown Agents to do. Then the question of price comes in also. After all, the Crown Agents have had relations with manufacturing firms for a hundred years or more. They are very valuable customers. We have long standing connections, and I think in general, certainly in normal times, the service we can give is at least as good as any private agent can give. In fact it is rather proved by the fact that we have so many principals who are under no compulsion to come to us. For instance, the governments of Iraq and Transjordan have asked us to carry on for them.

5405. Have you anything to tell the Sub-Committee about your organisation and your difficulties, in order to make your service even more efficient than it is?—We are always trying to do that. The last two years have been simply phenomenal and the quantity of goods we have shipped out has been enormous. We have been working under the greatest pressure. It is only in the last year or so that it has been possible to recruit ordinary staff again. We have had to rely on a large number of temporary staff recruited during the war, and although those people have been very good and have worked very hard, they are definitely not quite up to the standard or up to the ability of the pre-war staff. We have had to cope with this enormous rush of orders, all the deferred maintenance in the colonies during the war, and on top of that all this colonial development and welfare work, and the way in which our figures of stores have jumped up is phenomenal. In 1944 we ordered £9 million worth of goods, which was in itself a record I think, practically. In 1945 it went up to £17 million worth and in 1946 and 1947 it has been over £26 million worth. That gives you an indication of the great increase, which is partly, no doubt, due to the increase in price, but even so the increase in volume has been outstanding. The whole office, over the last three or four years, has been working under pressure, in order to keep the machine moving and get the goods out and the orders through.

5406. What are the goods or stores which you find the greatest difficulty in supplying?

We were told in Nigeria that these original orders had been put in some years ago and now they had not got the materials. Do you keep a list of the most difficult things to supply and do you take special steps to deal with that?—(Mr. Watson.) Locomotives do take a long time; you cannot get them under two years. Sometimes you will get them a little earlier. For instance, we were asked to supply 18 engines to Kenya and Uganda railway recently, and we are getting them this year, but that is just as it happens. We got a firm who could fit these into their programme. Otherwise, they would have had to go in the queue. Ordinarily it would take about two years to get them.

5407. Do you find any difficulty in the colonial governments themselves putting up their requirements without enough notice to you?—I think they might do a little bit better there, although in the case of Nigeria they have a five years' programme which is a good thing. They will get what they want at the proper time. If a colony fires an order for three, four, five or six engines of a particular type at a certain time, the manufacturers will not look at that. They can get an order for 20 or 50 engines for abroad, and they do not want to look at these small numbers. Also the orders are for engines of a special type, because most of the colonial railways are narrow-gauge railways, metre-gauge or 3ft. 6in. gauge and so on, and they are more or less specialised. The manufacturers are not so keen on them because of the numbers largely.

5408. Mr. Watson, if you have a standardised type of locomotive and there were a number of colonies, one wanted 7, another 20, and so on, the manufacturers would be quite glad to take those orders, because they would be bulk orders?—Yes.

5409. What steps do you take to get that?—We try as far as possible to get the railways of a comparable service, say the Gold Coast and Nigeria to standardise. Broadly speaking there is no reason why they should not have the same type of locomotives, but if you said to the Gold Coast, "You want five more engines: why not take five of the Nigerian type?" well, they have to carry a new lot of spare parts, and that is troublesome. But we are now, in ordering engines and wagons, trying to get the Chief Mechanical Engineers in each case to agree to a common type as far as possible so as to be able to get an increased quantity and have it more in the order of a bulk supply. (Sir John Calder.) I think it would be fair to say that the Crown Agents have been the one body, over a period of years, which has urged standardisation for the colonial railways, and any measure of success in that respect is entirely due to the engineering staff at the Crown Agents

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Office. The tendency has been for each Mechanical Engineer in the colonies to have his own ideas. (Mr. Watson.) Take the bogies on the wagons on the Gold Coast railway; they are exactly the same as the bogies on the wagons on the Nigerian railway, but neither Nigeria nor the Gold Coast asked for that. We arranged that.

5410. That is a matter which is being looked into, then. What is true of rolling stock is equally true of permanent way and materials, weight of rail and so on?—Yes, they have 80 lb. rails and 60 lb. rails on both the Gold Coast and the Nigerian railways.

5411. The Sub-Committee may assume that as far as production of these locomotives is concerned, you are doing all you can to effect standardisation?—Yes.

5412. Because whilst the Gold Coast may object to a new type today, the time will come when they will have to get standardisation?—Yes, I entirely agree.

5413. That is a matter you have to put to the Colonial Office and they have referred it to the respective colonies?—(Sir John Calder.) It is a matter on which we are constantly at work with the engineers and people. We are getting them to come in and we have got them to do it to a large extent.

5414. But is that not a matter of economic policy, and does it not therefore affect the Colonial Office?—The Colonial Office has advocated it generally. When standardisation of gauges was considered they came into the question.

5415. I do wish you would take this opportunity, because it is open to you, for making any suggestions to the Sub-Committee which from your great experience you believe would make for increased efficiency in the working of your office in connection with the colonies. What, in other words, are the things which bother you most? Say what you feel about it?—As we suggested at the end of this memorandum, the big difficulty at the moment is these finished steel products. The question whether we can have a separate allocation of an adequate amount or a sub-allocation of the export allocation which is managed by the Board of Trade is an important matter. Then we do feel that we would be able to give a much greater service for all those items shown in Schedule B. Of course, if it was not an adequate amount, we feel that we would be handicapped rather than otherwise, because as soon as it is known that the Crown Agents have an allocation, manufacturers are not going to use any allocation they get from the Board of Trade for any Crown Agents orders. They will say "The Crown Agents have a separate allocation. They must give us the steel for those orders." So that unless the allocation we get were

bigger than the amount our orders in fact get at present, we feel that we would be losers rather than gainers.

5416. In other words, it would be an inverse priority, the other way round?—Exactly.

5417. In regard to your office staff, your inspectors and trained engineers, are you finding difficulty in obtaining qualified staff?—Not for our engineering staff. We are getting all we require.

5418. Is it part of your system to send out from the Crown Agents to each of the Colonies in turn a person for discussion with them of their requirements and for the purpose of explaining to them why there are these delays and what tolerances can be made in their specifications?—It is more a case of encouraging them to come to us when they are on leave. After all, the great bulk of these officials come on leave to this country, and they can call on all our departments. We have been pushing for them to extend that and get every man who deals with orders on us to come in and see us. That is a sort of contact that we feel is much more valuable. We have two of our engineers out in Nigeria at present, nevertheless, loaned for six months.

5419. You cannot really maintain that a proper and efficient system is to ask men when they are on leave to do work which ought to be done as part of their tour of duty?—I think that they feel that this is something which they are only too glad to do. After all, many of them do pass through London when they come on leave or they are paid their expenses when they visit us on business.

5420. I know. We were told that these men are so devoted to their service that they give up part of their leave in order to get what they want, and they sit at the doorstep of the Crown Agents?—Well!

5421. I knew that you would resent that. That is what we were told and that is the other side of the picture. What I am suggesting to you is this, that if you did have a system for sending people out there, it would save a lot of time and it might lead to the specifications being of a nature which you could fulfil more easily?—It would take rather a lot of staff.

5422. I do not suggest you should increase your staff in order to do that, but I believe that it would save time. We are told, for instance, that they cannot get boring plant; they cannot get pumps; you cannot supply them with little dynamos, although of course I know they are scarce; but if you sent somebody out there and they went through the whole whole list of their requirements, they could suggest alternatives?—We always suggest alternatives by means of correspondence.

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5423. Yes, I know?—(Mr. Watson.) Do you mean that anyone going out would hear their story of difficulties and would appreciate it much better than it could possibly be expressed by letter?

5424. I think that in conversation with some of these people it might be explained to them why it is that they feel this great frustration when their work is held up. If somebody went out and explained that to them, and you could say: "If you want $\frac{1}{2}$ -inch, we cannot do that, but you can have $\frac{1}{4}$ -inch"—that kind of thing?—Yes.

5425. It seems that there is a little bit of lack of contact now, especially with this terrific demand for materials?—(Sir John Calder.) It is the terrific demand which makes the difficulty of the contact. It would be difficult to get one person to go out and cover the whole thing, whereas if a man comes here he can be put in touch with the exact man in the office who is dealing with the particular subject he wants information about, and who is an expert on it.

5426. But it does not alter the fact that the specifications they are working to may be just the one type of thing that you cannot get, whereas there might be another type which would be suitable?—Yes, but we would inform them by letter.

Mr. H. D. Hughes.

5427. There were a number of fairly strong remarks that were made with regard to the Crown Agents in Nigeria, and I want to try one or two on you to give you a chance to reply to them. First of all, can you tell us what is the delay in your office owing to shortage of typists, and that kind of thing, between receiving an order from the Colony and that order being put out to tender?—There is not one figure which could possibly cover it. We were very badly hit by the typist shortage two years ago, because the Crown Agents' office was not protected by the order which kept typists at their posts. We had to cope with it by sending more and more work out to be done by agencies and so on, and that took about a week for the order to be sent out and checked and brought back to the Department. It is easier now. The typist position is much easier, but the actual time it takes to place an order depends on what the order is for, what the material is, and what is the pressure of work on the particular section which is handling it. It is quite impossible to give one figure.

5428. I was quoted cases where several months had elapsed before orders had been put out to tender?—That may have occurred in the worst times of the typist shortage and the initial pressure of work before we built up our staff.

5429. You are bound to put everything out to tender, are you?—Oh, no. (Mr. Watson.) If we know that there is only

one firm who can handle the particular class of work which is required, we put out a direct order. It does not always work, because sometimes the firm sends it back to us after, perhaps, a month and says: "We cannot take it. We have too much work on hand." But we do endeavour to minimise the time by placing a direct order instead of first of all getting a tender.

5430. It is a little unfair to fire particular cases on you, but I was given a case of a deep-freezing apparatus for virus required at Vom Veterinary Station, and when the official responsible was over here he was apparently told that a firm called Edwards' could deliver in six months' time. He went back to Nigeria and put in his indent in November, and five months later, in April, he was told by the firm that they had only just received the order because it had been put out to tender. I was therefore wondering how freely this direct ordering system operated, and what would be the reason for a five months' delay?—(Sir John Calder.) It is impossible to say without looking up the particular case, but we have relied very largely on direct orders. When we felt we knew the firm, we placed direct orders on them at once. Some difficulty sometimes arises, and sometimes a month later the firm returns the order to you. (Mr. Savage.) Speaking as a non-technical man, it does appear to me that this might have been a case where, as the Chairman mentioned, the specification was not as clear as it might have been, and that there probably was considerable negotiation with the firm or firms in arriving at an agreed specification before the order could really be placed. I mean, very frequently, both by letter and by phone, orders are discussed and specifications are discussed. There is one other point. It may not have occurred here, but I must mention that we have considerable difficulty with large firms in getting replies to our correspondence. They, equally, suffer from the staff shortage. I could mention actual names of bad offenders. In some commodities, it takes many weeks to get anything in the nature of a quotation or an offer from a firm. That position is better now, but in 1946 it really was serious; it was very difficult for us.

5431. You consider, then, that two years' delay at the moment on indents for materials is not unreasonable?—For certain commodities; I put a reservation on that. I mean, the electrical equipment was mentioned, dynamos—well, it is just hopeless. It is in the hands of a few manufacturers, and 24 to 30 months is just their stock delivery period for small dynamos. (Sir John Calder.) We keep all Colonies advised of the delivery position in a publication we issue, a copy of which I will hand in to the Sub-Committee.

(A copy of the publication "Crown Agents Review" was handed in.)

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Chairman.

5432. You are handing that in as a document, are you?—Yes.

Mr. H. D. Hughes.

5433. I have here a list of 15 indents which Mr. Pleass, the Acting Development Secretary in Nigeria, passed on to me, which go back to February, 1945. It is a little unfair to put these questions on the spot, but could we take some of them as examples, and ask you, for a report on progress as to how long the typing and tendering had taken?—If we are given just a few specific instances, we can always hunt them out and get the figures for you.

Mr. H. D. Hughes.] Perhaps that list could be used as a sample list.

Chairman.

5434. Would you be kind enough to give the Committee information on those particular points?—Yes, certainly.

Mr. H. D. Hughes.

5435. When did you last have a kind of O. & M. overhaul of the Crown Agents?—We had one in 1945. We borrowed the O. & M. man from the Ministry of Supply and he gave us a very thorough overhaul.

5436. Were considerable changes made?—No, he was very satisfied with the general working of our office. He had some minor comments to make, some of which we were able to adopt, but generally speaking he gave us a most satisfactory report.

5437. You also have something to do with recruiting certain types of personnel, have you not?—Yes, minor technical personnel.

5438. What are your methods of advertising for these posts?—In the Press; in "The Times" and in all the different papers. The Appointments Department have different papers for the different types of appointment, naturally.

5439. Is it within your competence to approach local authorities or other Government Departments and suggest that they might second suitable technical personnel for a period to the Colonial Office?—That was done in the case of the Post Office. Most of the Colonial Post Office people originally were seconded from the Post Office and customs officers from the Customs. We have also had Income Tax people seconded from the Inland Revenue, but not so much with regard to the other Departments.

5440. That is an idea which is frequently used?—Oh, yes. (*Mr. Watson.*) We did once get the Chief Mechanical Engineer of

the Southern Railway to discuss the possibility of seconding men from their mechanical side to the Colonial railways; he spoke to his brother Chief Mechanical Engineers on the L.M.S. and on the L.N.E.R., and they were more or less favourably inclined to the idea; but the war came along and the matter was dropped. If we wanted a good man for the Colonial railways and if we got him from the railways here, and his health did not stand up to it, as a rule he could not go back to his old railway. The Great Western Railway, for instance, did not take a man back after he had left. We thought that if a man were seconded for two years and he was found satisfactory in a Colony, he could, if he wished, join the Colonial Service. He would know the nature of the service, and the home railway would probably release him. On the other hand, if he wanted to go back, he could do so with a good deal of experience gained. The railway would not lose by that. They were quite favourably inclined to that idea. (*Mr. Savage.*) There was an actual secondment scheme in agreement with the Great Western Railway which operated in 1920 and which terminated in the early 1930's, with Sir Felix Pole, the then General Manager. I think what killed that scheme was the slump. (*Sir John Calder.*) The railways did not like the possibility of men coming back when they had reduced their staff. (*Mr. Savage.*) On the other hand there had been unpleasantness in the Colony when those men were retained, whereas others had to be discharged.

5441. What about local government: would there be some kind of obvious difficulties in regard to seconding? There is no regular scheme for exchanging technical staffs, is there?—(*Sir John Calder.*) No, I do not think that we have had any local government exchanges. It depends on the type of person it was, whether it would come to us or go to the Colonial Office.

Wing Commander Hulbert.

5442. Turning to what I would call domestic priorities, you have 40 or 50 Colonies to deal with, have you not?—Yes.

5443. Supposing today you have two Colonies in urgent need of locomotives; does your Office allocate the priorities between the Colonies?—Occasionally we are driven to it, because naturally we are equally servants of all our principals, but we have to exercise our judgment as to which is the most urgent. Probably, if it were a major thing, we would take the Colonial Office into consultation and make sure that they agreed with us.

5444. In these days it must frequently happen, must it not?—In the case of these very short materials, finished steel of various kinds, and so on, you have to allocate.

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5445. The Chairman mentioned that certain Colonies have Offices here which you said were rather of a propaganda nature?
—Yes.

5446. Would there be any objection to those Offices dealing direct with the manufacturers here?—They are not generally empowered to order from manufacturers. It would be rather awkward if a Government had two buying agents in London, and manufacturers would be completely confused by that.

5447. Is there any Colony which has an Office and which does its buying over here?
—No, I do not think so. They do assist in progressing orders and various things of that kind

5448. Chasing up their orders, you mean?
—Yes, they sometimes come to us on Government orders and ask if they can help in chasing up their orders.

5449. Have you any particular system for chasing up orders, because we have been told here in evidence that commercial concerns do get quicker delivery, and it has been attributed to the fact that they have their "chasers-up" more than the Crown Agents have?—Well, it is a very big problem from the volume of orders going through. In pre-war days we found that it was quite unnecessary, and that normally, if a firm said that it would deliver goods by a certain date we could rely on them applying for shipping instructions on that date. So that normally the only chasing up we had to do was that if the Shipping Department did not get an application for shipping instructions, they started worrying the firm and saying: "What is going wrong?" We have given much consideration to the question as to how we should increase the amount of progressing we do, owing to the changing of the situation at present, and it is a difficult problem, because if you automatically progress every order after every three or six months, you have an enormous lot of correspondence. I could show you numerous letters from firms saying: "Will you stop worrying us about it? If you go on worrying about it it means taking off staff from their normal work to answer your letters." We have had this question up for the last two or three years, and we have been making minor alterations to try and get special progressing out on a selective basis, where we were satisfied it was right in one particular case and not in another; but that required special staff, and you do not want to take too many experienced staff off the actual ordering of goods; but we are trying to do that.

5450. Your inspectors in the country; are they for progressing orders?—No, they are primarily for passing the goods, but in the course of their inquiries they do tell us whether the materials are coming forward on an order, and when they are visiting any

factory they naturally inquire about any orders which the Crown Agents have there, and if they come across anything which is going badly they report it to our Chief Inspector and we take action.

5451. To what extent do the Colonies use your Office for obtaining technical staff?—They always use us, except that the Colonial Office deal with the senior technical staff. We used to deal with engineers, but in 1944 the engineering associations felt that they would like to be recruited by the Secretary of State, just as doctors are, so we gave up recruiting engineers then. We still do all the minor railway technicians, craftsmen and tradesmen, and all the subordinate technical posts.

5452. We were also told that the commercial concerns are much more fortunate in getting personnel than are the Government. Have you any observations to make on that? Do you think it is due to the conditions of service, or enterprise in picking the people up?—That is rather a new one on me. Of course, big firms offer bonuses from the shares of the business, which may attract a certain type of person. Generally speaking, Colonial Governments have increased their scales of salaries considerably, and there is not a very serious difficulty where the men are available. In fact, just two days ago a letter came in from Nigeria asking us to stop recruiting Inspectors of Works, because they had sufficient.

5453. What is your discretion in regard to tenders or the placing of direct orders?—We make use of whatever way we think is most likely to obtain the goods.

5454. In the case of tenders for buildings, there is the University at Ibadan, and a firm of British architects have been out there. Did you provide them?—No, they were engaged by the Colonial Office, although I think we are signing the formal agreements with them.

5455. Will you be putting the tenders for the buildings for that college out to tender?
—Yes, I think they will ask us to do that.

5456. Have you heard the complaint that the Crown Agents do not do so well with manufacturers as the commercial concerns because the manufacturer takes the view: "Oh, well, the Crown Agent is always there, so we had better look after our commercial customers first"?—We have heard that view, but I think that the fact that the manufacturer knows the Crown Agent is a standby cuts the other way. We find that the manufacturers are quite keen on our business.

5457. It is a Civil Service staff, is it not?
—The non-technical.

5458. Entirely through the Civil Service?
—Yes; other than the engineers. The engineers we recruit ourselves in the

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subordinate grades, and in addition we take on persons who have had engineering experience in the Colonies.

5459. And you frown upon any Colony who communicates direct with a manufacturer?—We do not object if any Colony communicates direct with a manufacturer, if it helps the orders.

5460. Once you have placed the order for locomotives, say, you have no objection to the Nigerian Government chasing up Vulcan's or North British Locomotive Company on their own?—No, we have no objection to that. (Mr. Watson.) It is not very good. (Sir John Calder.) The Vulcan Foundry would expect, where we have placed the order, that any chasing would be done by us.

5461. But supposing you had the Manager of the Nigerian Railway over here?—Oh, yes, we would send an engineer down with him to see the manufacturers.

5462. It would have to be done through your Office?—I think it should be done through our Office.

Mr. Edward Davies.

5463. We know there are many difficulties in obtaining commodities in this country, and I am wondering if you have any kind of power to buy out of the country? For example, it was put to us that some of the other nations in the Commonwealth might be in a position to assist a Colony. Would you have any power, in that regard, to do that sort of buying?—Yes, we can place an order anywhere. Actually, we maintain an office in Washington, because there is a large volume of orders which we have to place for dollars. We place the orders there and our man progresses them and advises us where to go to place the order. He also deals, to some extent, with any order we have to place in Canada, and we have also ordered goods from Australia and South Africa.

5464. There is a ceiling to the amount of purchases you can make in terms of dollars?—Oh, yes. We do not spend dollars where we can possibly help it. (Mr. Watson.) We have got to put it up to the Treasury before we spend dollars.

5465. In regard to this problem of being the universal provider for 40 Colonies and a number of other bodies, I am rather interested to know how, in the diversity of orders you handle, you programme them. You mentioned railways and steel, but do you, on receipt of the order, merely put it out to a firm and let it take its course, or is there any kind of importance attached to the order, backed by the demand of the Colonial Government or somebody else here?—(Sir John Calder.) Normally we ask five or six firms to tender, and when we get their tenders we consider the prices and delivery dates and we will possibly allot it

to one firm, if it promises delivery within one month or two months, and nothing further is required. We expect to hear from them in a couple of months, asking for shipping instructions.

5466. But we have heard, as we have travelled about in Nigeria, that some things are more urgent than others, which is well understood. What I am anxious to establish is: what machinery exists, beyond the backing of the Colonial Office in respect of major matters, for seeing that some kind of special attention is given to the orders of one Colony, and what machinery exists for relating the orders of the several Colonies when you are getting all these urgent demands in terms of chasing your orders?—There is not much scope for relating them. We get direct to work on each order as it comes in. If we have an order which is stressed as urgent we naturally consider which firm we think will give us a quick delivery, and we will approach that firm and we will say: "We would like you to give this order preference over others." They may even, out of kindness to us, put it above some other orders, if we satisfy them of its real urgency. But there is no system of Government priority on which you can get an order through a firm. We are really dependent on the firm and consult the firm which we think is most likely to tackle the problem.

5467. And there is little programming in your Department? You merely pass the orders out?—We place the orders bearing in mind the delivery dates promised.

5468. Is there any sort of bulk buying by you as Crown Agents? You must have many commodities which are wanted by all Colonies. Is there any system of what I might describe as "bulk purchasing" and repacking by you?—Yes. We do bulk purchase, not so much this capital equipment, but items like cement and clothing, textiles and things of that sort. We have running contracts and we can supply the particular Colony off a running contract as its order comes along, and the manufacturer keeps these in store for us. (Mr. Savage.) If I might explain with regard to that, in pre-war days we looked after a large number of Colonial, Military and Police Units. The running contract system which has been referred to meant that we took supplies of materials, such as drill or serge, and as far as khaki drill was concerned we had that standardised into different grades and qualities, and they were all given numbers, and we did actually take the complete output of certain looms from certain factories in Lancashire. That material was supplied during the spring and summer; during the autumn and winter it was made up into garments, and in the spring when the annual indents came in, and over the years we had a pretty close knowledge of what was

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required, that material was already packed in our store and was on the ship in a fortnight.

5469. The market must be easy at times for certain commodities, where it is of some advantage to buy a stock pile, and you have some system of that sort. (Mr. *Watson*.) We had, before the war, running contracts for steel bars and galvanised sheets. We have tried to get that going again, but no one will look at it.

5470. Do you do any direct production or assembling of any commodities?—(Sir *John Calder*.) We are just buying agents. We do our own packing, however,

Mr. *Yates*.

5471. I would like to pursue the question which Wing-Commander Hulbert put in regard to the private manufacturers. It has been suggested to us on so many occasions that private enterprise is more efficient in obtaining the necessary equipment and supplies than the Crown Agents have been, and judging from some of the developments that appear to be going on there, it would appear that they are doing fairly well. Can you tell us what information you have as to what is supplied to private manufacturers and, in comparison with your own demands, whether in your opinion preference is given in cases where you think the Crown Agents ought to be given more consideration by manufacturers?—(Mr. *Watson*.) The Crown Agents order against specific demands as they come along. We have not got authority to buy a lot of articles of a given size on the chance and then selling them again to anybody who wants them. We only order against specific indents, so that we are rather at a disadvantage compared with someone who takes a chance and orders a large quantity of some articles and then can draw on them as wanted.

5472. Yes, but where you have a case where there is a type of machinery that is required both by a private firm and also by the Government through you, have you evidence where the private firm is supplied in preference to you?—(Sir *John Calder*.) The private firm, supposing it is a merchant firm, may place an order for 2,000 petrol engines, let us say, not having the orders, but fairly confident that in the next two or three years they will be able to sell these to the people who come to them, at a price which includes their profit. Well, we are not in a position to do that, although we could probably, in the course of the next two or three years, dispose of them, because we would have the orders, but that would be speculating with the Colonies' funds. It is easy to see how, in a case like that, the private firm may get it through that export merchants' house, which has placed a big order and which has it now at its disposal.

5473. You cannot give specific evidence, or specific cases, where important equipment which you require is being supplied through other sources to private manufacturers?—(Mr. *Watson*.) I do not know of any case where other orders have got precedence over ours.

5474. It was suggested, as Wing-Commander Hulbert said, that manufacturers were perfectly sure of the Crown Agents and therefore it did not matter about them; they could wait. Of course, it is very difficult, without evidence?—(Sir *John Calder*.) It might be difficult for us to get evidence of a manufacturer who was quoting us a longer date than he was quoting a private firm. I do not recollect that we have any evidence of that.

5475. Regarding the question of the procedure you adopt when an indent is received, it has been suggested that there is a very long delay, first of all, from the time the order is placed in, say, Nigeria; and the complaint is made that they never hear anything more about it. They do not know whether it is possible for the order to be delivered this year, next year, or any time. Have you evidence of orders which come to you which are really delayed before they arrive here?—They have to pass through the Secretariat. They are a little later than they passed out from the Head of the Department. When you actually see one of these orders, which comes with 1,000 or 2,000 little items all on one indent, you will realise that they have to be broken up as to which ones are to be put out together, and it takes quite a lot of work in deciding which is to go where and how to break it up, but as soon as the orders are placed an advice of orders placed goes automatically to the Colony.

5476. So that when get an indent you do not really advise the people concerned as to whether or not it can be delivered in three, six or twelve months?—You cannot tell until you have gone through it. They are advised when they get the advice of the order placed.

5477. I notice that on page 4, in paragraph 11, you say: "There is no system of priorities for manufactured goods which could be invoked." You consider that you, yourselves, could not invoke any system of priorities?—No.

5478. Then you say that you do sometimes try to persuade manufacturers. What are your methods? Is it purely by means of correspondence, or do you visit the manufacturers?—Yes, they are constantly being visited and telephoned, and we go and see them, or their agent comes and has a discussion on the matter with us. That is constantly occurring. (Mr. *Watson*.) Oh, frequently.

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5479. It is suggested that you cannot get anything unless people come over here and kick up a fuss about it?—(Sir John Calder.) I do not know that that is so, at all. If we get a case from a Colony which is urgent, we take immediate steps to try and satisfy it. (Mr. Watson.) There are so many of these orders and indents which are marked "Very Urgent," and that is where the trouble lies. (Sir John Calder.) That is a Colonial failing. They are apt to mark everything "Urgent." (Mr. Watson.) It used to be that a telegram set everybody jumping, but now telegrams come in right and left. (Mr. Savage.) I think there is a slight misunderstanding. In the opening words of that paragraph it says: "There is no system of priorities for manufactured goods which could be invoked." I do not know whether that has not, perhaps, been misunderstood. By that I mean that subject to Government policy, material, generally, of course, is issued, so to speak, by means of a bulk allocation to different industries. In this case, of course, it is mainly iron and steel. I mean, in the post-war scheme of things, the Government policy is rather to release the control on manufactured goods, although they still hold the control on materials. There is rather a distinction there. For instance, as I mentioned, the Ministry of Supply may decide, out of their total availabilities, to allot X tons to the industry which makes locomotives. Thereafter the industry is left in the main to negotiate with its principals as to the best use to be made of that material. That is what I meant there, that the raw material is still controlled, or the amount of raw material which can be used for a particular purpose is controlled, but thereafter the manufacturer or the group of manufacturers can decide. May I give an instance, talking about railways. Take the permanent-way materials. The Board of Trade decided on the amount which could be allowed to the Rail Makers and the Sleeper Makers Association. The amount which has been available for a particular period varies from time to time. I understand unofficially that for this existing period the tonnage which can be allowed as a global tonnage for the manufacture of rails is 15,000 tons, of which the Crown Agents have obtained roughly about 4,300 tons, which is a fairly high percentage of that total global allocation, which has to take in South America and everywhere else. I am speaking unofficially. That was against my claims, as I did not consider that I got fair treatment for this period. Having allowed that tonnage, it is then a matter for us to negotiate with the rail makers as to how much we get, and as you see, I think we got a pretty fair percentage of the total availabilities. So I think that rather refutes that suggestion that the Crown Agents did not get consideration.

5480. Thank you very much. The last question I want to raise is a question regarding the supply of tools. We have seen on some occasions where technical schools or trading schools are working without adequate tools, like carpenters' tools, such as planes, chisels and so on, and they say that there is no possible hope of the demand being met, even from the surplus in any of our large cities. What is the difficulty about being unable to supply tools?—There was a tremendous difficulty at one time with regard to hand tools, as they are generally called. They were very rigidly controlled. They were required over here, and the system adopted by the Government was that they allowed groups of manufacturers a certain quantity which they could export, and to export any hand tools at all you had to get manufacturers to agree that this would be taken out of their allocation. That went on for quite a long while. Apart from that, we obtained very large quantities from disposals, as far as Nigeria is concerned—I speak rather feelingly there, because Nigeria did indent on us for a very large quantity of hand tools for the resettlement of ex-Service men, and then subsequently they decided to cancel the order. They could have been supplied. However, for their own local reasons they cancelled the order. That was a very considerable order. That particular indent covered 500 sets of everything you could think of—carpenters' tools, plasterers' tools, and so on, but in their wisdom they decided to cancel that order and we had great difficulty in adjusting a lot of the tools which were already obtained.

5481. In that case it would have been quite easy for you to supply the tools for the schools, for the few technical schools and trading schools which they have?—Do they come to us? Some do, as in the case of Yaba and one or two others in Nigeria.

Mr. Yates.] I am thinking of the last occasion which came to my mind, in the Cameroons, where they were working without adequate tools at all.

Mr. Parkin.

5482. I think that was the Cameroons Corporation?—(Sir John Calder.) The Cameroons Corporation does not deal with us. (Mr. Savage.) In East Africa they had a very large order; it went to thousands of every type of tool and I think they have had almost everything. We literally scoured Birmingham and Sheffield back yards for these tools.

Mr. Yates.

5483. Of course, in the Cameroons it comes under the Corporation, but in the case of others there were schools which came under the Government on the education side, and there is no question at all about them being without tools, and they say

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months and months go by and they hear nothing at all?—In 1946 and early 1947 there was then a very rigid control on hand-tools.

5484. Are you suggesting now that their demand now can be fully met in regard to these tools?—The situation is much easier; I am confident it is.

Sir Peter Macdonald.

5485. It was said at the outset that there was no Government priorities system today. That is so, is it? Now you say that there are priorities in the sense that the Government do allocate bulk allocations to certain industries?—Yes.

5486. And that does give them a certain priority over what these industries produce. For instance, I gather that they have a Programming Committee which decides which is the most essential priority for the different parts of the Colonial Empire?—That does apply to certain materials, yes.

5487. Also, this Planning Committee, I gather, can divert materials from one Colony to another if they consider the urgency is greater in one Colony than it is in the other Colony?—(Sir John Calder.) Within the allocation, yes.

5488. They can re-programme?—Yes, provided the programme has not started.

5489. I am getting at this case of the Nigerian railways and their indents and progress. We are told that these were indented for over a period of five years, and then nothing happened. Then we were told by the Chief Planning Officer of the Government that he was called in and he had diverted or re-directed or re-programmed them, in order that they should have their indents within a few weeks. Since we were out there we were told in Nigeria that they have heard nothing about this. Do you know anything about it?—(Mr. Watson.) I do not understand.

5490. It is in the evidence which we have had from Sir Edwin Plowden?—(Sir John Calder.) Nigeria had a large supply of locomotives.

5491. No, this is during the last five years?—The Canadian locomotives were shipped in 1947. (Mr. Watson.) There were earlier American locomotives.

5492. They say they got them direct themselves, from Canada, but apart from that they say they have had a number of locomotives on order in this country over a period of years and that they have not been able to get them. We were told that, in order to ship these pyramids of ground nuts which are so urgently required in this country, the Chief Planning Officer of the Government had been called in and that he had directed that certain locomotives and wagons should be sent to Nigeria two or three months ago. He told us that

they would be going out there within a fortnight. They have heard nothing about that?—There are locomotives due to go very soon from the Vulcan Foundries. (Mr. Savage.) Nigeria had 14 from Montreal in 1947. (Sir John Calder.) Actually, I thought they had their real requirements in locomotives. Wagons and their relaying programme are now more important than the locomotives, they have still got on order. (Mr. Watson.) The 42 locomotives on order were due to commence in October, 1948. (Mr. Savage.) I find it a little difficult in regard to 1943. During the war rolling stock was surely completely controlled and came under military auspices, and the rolling stock was placed in the various theatres—

5493. By the Ministry of Production?—Yes.

5494. They decided by a means of priority at that time?—Yes.

5495. That is how they got these Canadian engines?—No, the American ones.

5496. But before then they have had an order in this country, according to the evidence we have had, for a large number of locomotives?—Certainly not large.

Chairman.

5497. I think the point Sir Peter Macdonald is making is that there have been outstanding orders for locomotives and for rolling stock for a very much longer period than that?—(Mr. Watson.) Rolling stock, yes. There are some locomotives which are being built and which are being delivered just about now.

Chairman.] What Sir Peter Macdonald said is that we have had it said in evidence that the run-down on the railways was very great during the war, and that the moment the war was over indents were put in not only for replenishments of the existing stock but in order to deal with the Ground Nuts Scheme, and that involved 45 locomotives. We were told in evidence that either the locomotives or the material order had been specially met.

Sir Peter Macdonald.] Yes.

Chairman.

5498. We should rather like to have your views on that. It is obviously unfair, but that is the information which we have had?—(Sir John Calder.) They may have had it in view that they knew that Malaya had a preference. They obtained a very large number of locomotives, and Nigeria may have thought that they should have come before them, but this Inter-Departmental Committee thought that the urgency in regard to Malaya was greater than that in regard to Nigeria. Someone has to decide somewhere.

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Sir Peter Macdonald.

5499. But that does not get away from the fact that we were told by the Chief Planning Officer of the Nigerian Government that he had himself, a day or two before, diverted materials from other quarters to Nigeria in order to meet this great demand which there is?—That must be for those Vulcans. (Mr. Watson.) I think we should like to put up a story to the Sub-Committee about these matters.

Sir Peter Macdonald.] Yes, in view of the evidence which this Sub-Committee has had, both out in Nigeria and here in England.

Chairman.

5500. We are much obliged to you, Gentlemen. This review, which you have handed in to the Sub-Committee, is circulated to all the Colonies, is it?—(Sir John Calder.) Yes.

5501. I see that it is: "For Official Use Only," which means it is restricted, but do you ever have a review of your position, a sort of stocktaking of your proceedings?—(Mr. Watson.) This is only the second one issued since the war.

5502. While Mr. Davies, Mr. Yates and Sir Peter Macdonald were putting questions to you, I was glancing at this document regarding the railway demands for the East African Ground Nuts Scheme, and there I see that special consideration is going to be given at the behest of the Ministry of Food for doing these things?—Yes.

5503. Who decides that?—(Sir John Calder.) The Ministry of Food have made it clear that they regard the Nigerian Ground Nuts Scheme as equally urgent as the Tanganyika one.

5504. But under such circumstances why not give the Nigerian railways the wherewithal to deal with their ground nuts? That has not been done, but there has been great concentration on the East African scheme, which will not fructify for years?—I quite agree.

5505. I would like to know this. You have got such a vast job. You are the biggest universal providers in the world, are you not?—(Mr. Savage.) In pre-war days, I should think so.

5506. And your difficulties now are greater than they ever were?—(Mr. Watson.) Yes.

5507. You have to find your tortuous way through these Committees. Perhaps you would provide the Sub-Committee with a little note which we could attach to our report, from your angle, as to what your difficulties are, because then it would be seen by the Colonies. Quite frankly, they do not understand how it is that there is this delay and these bottlenecks in regard to everything which they really

want. The business of this Sub-Committee is to try and see that the taxpayers' money is properly spent. There is no sense in spending a great deal of money in developing an area in the Colonies if, when the time comes for them to harvest their crop, the crop cannot be moved to the port. It simply means planning the operation as a military operation, and I think it would be very helpful to the Sub-Committee if you would include in your note some information with regard to the different categories of transport, irrigation, water supply, and pipes—because there is a terrific shortage of piping. Is not piping a legitimate thing for bulk buying?—(Sir John Calder.) But they are all different sizes.

5508. But you can say: "All right, I will give you so many miles of 1-inch pipe"?—(Mr. Watson.) We should love to do that, but no one would look at it at the present time. If you go to Stewarts and Lloyds with an order like that they would send it back. They have so much on hand.

5509. Then we were told by Captain Ivey, who is responsible for dredging in Nigeria, that there are a lot of orders for dredgers and similar craft and that he is right run down. He told us that the time for delivery of these is terribly slow?—(Mr. Watson.) It is reasonably good.

5510. He thinks it is bad, because he wants dredgers quickly. Unless he gets the dredgers he will not be able to get the ground nuts away from another area. Ought not these particular matters to be attached to the particular development schemes?—Yes.

5511. I think these particular items ought to be related to the particular operation?—(Sir John Calder.) But it is not always easy to know how these operations are connected.

5512. I quite see that. You put up this memorandum in order to try and relate these things?—Yes.

5513. Everybody in Nigeria is getting frustrated. I believe there must be a little more order in relating the requirements for a particular scheme to that scheme. Mr. Yates put a very good question about these hand-tools. We have got here a package, which we asked for at this technical school which was referred to. They are trying to form a technical school, and they say they cannot get these things. I said to them: "Would you mind good second-hand lathes?" They said: "No, we would love them," but I understand that you cannot buy anything second-hand?—Oh, yes.

5514. Then why have not you bought these things?—But have we had the order?

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Sir JOHN CALDER, K.C.M.G.,
Mr. W. L. WATSON, C.B.E., A.M.I.C.E., and Mr. H. G. SAVAGE.

[Continued.]

5515. Here it is. (*A list of orders was handed to Sir John Calder.*)—We will have to look into this.

Chairman.] We pledged ourselves that we would put it up to you. We are much obliged to you, gentlemen, for your help this evening.

The witnesses withdrew.

Adjourned till Wednesday next.

WEDNESDAY, 5TH MAY, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.
Sir Peter Macdonald.

Mr. Norman Smith.
Mr. Willis.
Mr. Yates.

Mr. FRANK SAMUEL, Managing Director of the United Africa Company, Mr. G. E. PEARCE, Transport Manager of the United Africa Company, and Mr. H. J. RAWLINGS, a Director of John Holt & Company (Liverpool), called in and examined.

Chairman.

5516. First of all, we want to deal with the question of river services on the Niger based upon the letter dated the 22nd December, 1947, from the United Africa Company to the Governor of Nigeria. Mr. Rawlings, the question we want to put to you is this. The first paragraph of the letter dated 22nd December, 1947, says: "During recent months the United Africa Company Limited and John Holt and Company (Liverpool) Limited have had under careful examination the transport services" and so on. We understand your Company does not feel it necessary to put in for any additional shipping. You are satisfied with the position as it is, and your craft consist merely of tugs and dumb-barges?—(Mr. Rawlings.) That is so.

5517. You have not any river steamers, have you?—Well, they are river steamers, of course. We do not, however, carry passengers.

5518. They are not stern-wheelers?—They are stern-wheeler type.

5519. But they are rather of a different type from the vessels of the other companies?—Yes, they do not carry passengers and they do not carry freight in their own holds, they are tugs. They are each constructed to carry a 150 ton barge on each side, so that they tow 300 tons.

5520. But you are satisfied with your present fleet?—Yes.

5521. And you are not placing any orders for any additional shipping?—Not unless we see that a large quantity of unforeseen

tonnage is likely to be available. We were fortunate enough to be able to do most of our re-crafting before the war.

5522. And during the war they were hard worked?—Yes.

5523. You are satisfied that their condition is satisfactory?—Yes, they are 100 per cent. maintained now.

5524. But if the Benue area is developed, for example, would your share of the traffic be taken care of by your present fleet?—Yes, and they can carry more than they are carrying now.

5525. Have you any idea of the number of craft which you now have?—We have eight of those units, each with two dumb craft and each two stern-wheelers have an additional dumb craft for shuttling them, put and take. In addition to that we have some screw tugs for use with barges on the lower Niger.

5526. What is the total strength of your fleet?—The stern-wheelers I have given you, and we have an additional four other craft for towing.

5527. That makes a total of twelve?—Twelve.

5528. And about 30 barges, roughly?—Yes.

5529. And then are you satisfied, or are your people in command of these vessels satisfied, with the loading facilities at the pick-up ports, and so on?—They are our own facilities. We carry our own cargo. Our position is slightly different, because we are merchants and we carry our own

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Mr. FRANK SAMUEL, Mr. G. E. PEARCE, and
Mr. H. J. RAWLINGS.

[Continued.]

cargo. Our position is slightly different because we are merchants and we carry our own traffic, and the whole thing is self-contained. The people who trade also ship, and they handle the load.

5530. You are not common carriers?—That is so. We are not common carriers.

5531. So that your fleet is entirely confined to your own business?—Yes, except that if anybody else is in difficulties and we can help them, we do so.

5532. Now, you associate yourself with this letter, dated the 22nd December, 1947, which was sent to the Governor of Nigeria, and the matter is now under consideration; but the pith of the letter is your request, in association with the United Africa Company, that the freight rate should be raised?—Yes.

5533. That means that your Company consider that you can no longer operate at the present rate?—That is so. We should have asked for an increase in freights on account of operating costs, had this other thing not come along, when we thought the whole thing could be considered as one and that the greater problem could include the lesser. But if this is not acceptable to the Government of Nigeria, we should ask for an increase in freight rates.

5534. But you are only carrying your own goods?—Of course, we carry downwards the stuff we buy for the West African Produce Control Board.

5535. You are agents for them, are you?—We are buying agents for them. We have some of our own cargo, possibly, but the West African Produce Control Board stuff dominates the downward freight.

5536. But it is an internal arrangement, as to the rate you charge yourselves?—No, not quite that. You see, we have to collect the downward freight from the West African Produce Control Board, and the upward freight has to be in line with the idea of the price control of merchandise.

5537. Anyway, the point is that you associate yourself with this letter, and on the assumption that the previous arrangement where your freight rates were governed by the freight rates of the Nigerian Railway, the two were always considered together, were they not?—No, the Nigerian Railway do not come into the question.

5538. I thought that the rates charged on the Nigerian Railway were always supposed to have some relationship to the rates charged on the river?—Only so far as the Niger is concerned, but not in regard to the Benue.

5539. You mean you can charge a separate rate for the Benue?—Yes.

5540. You are not asking for increased rates for the Niger?—I would like to have notice of that question. We have deferred any urgent demand for an increase of freights, but naturally, with the increased operating costs, we shall have to come along sooner or later.

5541. But you made a suggestion, jointly with the United Africa Company, that the whole question of transportation on the river should be considered?—Yes.

5542. With a view, possibly, to it being nationalised?—Well—no.

5543. Will you explain the difference to me?—Broadly, what we said to the Nigerian Government, as I understand it, is this. Almost immediately, in the case of the United Africa Company, and in the case of ourselves in due course—say some five or six years hence, when it is necessary to build new craft again—it will be necessary to spend a great deal more money than we spent on the existing craft, on which of course the structure of the freight rate is based. There are two ways of dealing with that. We can, as one does with ocean steamers, build at market prices for ships, knowing that in the long run the market price of freights will take up the impact of that increased cost, which will mean that when we build we shall have to ask for a still further increase on the grounds of capital costs. Alternatively, the Nigerian Government softened by the cushion of that increased capital cost, might be disposed to consider the proposition which has been put forward here. But I do want to make it clear that we have not gone to the Nigerian Government as suppliants. We have merely made a business suggestion, that if they would like to consider a thing like that, we would consider it with them. The whole point is that it should be loan capital. We were not offering to sell our business.

5544. You will appreciate that this letter came possibly as rather a surprise to the authorities out in Nigeria, at a time when the development of Nigeria is so dependent upon improved communications, and the way in which the latter is put looks very much as if you feel that the cost of building craft nowadays, apart from the operating costs, means that in the course of a few years the freight rate must go up in order to meet these increased capital costs?—Yes, Sir.

5545. Which will go up whether the Nigerian Government were associated with you, or not?—It is only a matter of degree.

5546. Therefore, what I want to get clear from you before we put other questions to you, is this: You still associate yourself with this letter, do you not?—Yes.

5547. And you also feel, unlike the United Africa Company, that there is no immediate necessity for increasing your

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[Continued.]

fleet?—As far as we are concerned, as we make clear in the letter.

5548. But, should it be made clear to you that development was taking place along the area which can only be served by the river, would John Holt's be agreeable to consider increasing their fleet?—Oh, yes.

5549. On the understanding that you had permission to increase your freight rates?—It is part of our business to carry freight, and naturally we should cater for carrying freight as we always have done.

5550. But it is your own goods to a very large extent?—Yes.

Wing Commander Hulbert.

5551. With regard to this freight carrying, up-river you only carry your own freight?—Yes.

Mr. Rawlings withdrew.

Chairman.

5556. Now, Mr. Samuel, we need not go over the letter of the 22nd December, 1947 again, but are there any comments you would like to make about the position of your fleet?—(Mr. Samuel.) There is one comment I would like to make, and that is that, due to the difficulty of replacement during the war, the replacement we would have desired to become effective by now has not yet become effective, but that during the war owing to the impossibility of replacement, we took every step that was open to us, with great success I think, to recondition craft which would normally have been regarded as having passed its useful life, and we spent very large sums in achieving that, with the result that, although the replacement of certain units and particularly the addition of new units is urgently required, up to now we have, I think I can say, on no single occasion failed to handle upwards or downwards all the traffic which has been available to us, with the exception of the groundnuts from Baro, because that would depend on the policy of the Nigerian Government as to how much of the groundnuts from Kano they would care to turn on to us. I do not know whether the Sub-Committee know any of the back history of that. I would like to say something about that later on.

5557. The point is that your fleet is, by your own admission, getting very much worn out?—It is in urgent need of replacement.

5558. And you recognise that the time has come when you must replace the fleet?—Not that we must replace the whole fleet, but replace certain units of the fleet and add to the fleet. Actually the total lifting capacity of our fleet in a single lift—

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5552. And down river what proportion is your freight and what is outside freight, roughly?—It depends what you mean by "our freight". Our duty to the West African Produce Control Board, as being agents of theirs, is to put their stuff f.o.b. on ship, and although they are consulted, naturally, and they pay freight on the river, it is our responsibility to carry that stuff and put it on the ocean ships.

5553. What proportion of the freight downwards is West African Control Board freight?—90 per cent., as far as we are concerned.

5554. And upwards 100 per cent.?—Upwards, 100 per cent.

Chairman.

5555. We are greatly obliged to you, Mr. Rawlings, and your evidence will be sent to you?—Thank you, Sir.

that is, if all craft are fully loaded at a given moment—is 14,840 tons. In respect of that, we are now proposing to replace approximately 6,243 tons, and our total programme for craft is 11,675 tons. So we have a double problem: (1) to replace craft which are going out, and (2) to add to the carrying capacity of our fleet.

5559. Taking both of those together, they amount to £1,670,000?—That is a figure which includes our estimate of the requirements of modernising our shipyards and our engineering installations, and providing additional housing for the labour. The approximate split is £1,100,000 for new craft and half a million for shore facilities.

5560. Can you tell me this: your Company and John Holt's are the only two which operate on the rivers?—That is virtually so. There are one or two very unimportant units which are operating on the lower Niger.

5561. So that your two concerns really have a monopoly of the traffic on the river?—That is so.

5562. Is it your opinion that when these development schemes get going you will be able to lift the traffic offering?—I think it depends very much as to where the development schemes get going, because quite clearly if the development schemes get going in the upper Benue, having regard to the nature of that water and the fact that right at the top of the Benue there are only seven or eight weeks when craft can operate, any tonnage could be handled, but it could only be handled economically if there was a balanced traffic; that is, if traffic arising in water which could be worked during the remainder of the year was available to bal-

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[Continued.]

ance it. Otherwise you would have to have craft operating for 8 or 10 weeks in the year in the upper Benue, which were lying idle for the rest of the period, and the cost would be prohibitive.

5563. Is it not your practice to withdraw all your shipping on the main river and put it on to this seasonal job on the Benue?—Yes, but after the Benue is cleared then it is working for the rest of the year on waters which are open. If there was a very large development in the shallow waters of the Benue and there was not cargo which would utilise all those facilities during the remainder of the year, then the whole of the capital cost of those craft would have to be charged against the evacuation of the Benue and would make the freight rate completely prohibitive, the same as an ocean steamer which could only operate for eight weeks of the year.

5564. The reason for the large quantity of groundnuts now unable to be lifted by the railway is the lack of foresight as to supplying the railway with a proper amount of rolling-stock. If other development schemes are situated in such a place as to be entirely dependent upon river transport, it surely means that in considering those schemes, the possibilities and probabilities of river transport ought to be considered.—Most certainly, and we strongly urge in relation to any proposal for development on a large scale such as the production of groundnuts in the Bornu Province, that the thing which needs the closest study is the construction of roads to feed to the river, but that again would open up the question of providing a balanced traffic, and our view was that the balanced traffic could arise from Baro.

5565. Have you been asked to consider these prospective schemes in relation to your carrying capacity?—No, Sir. We have never had any official sight of the schemes.

5566. So you really do not know. Assuming that some of these schemes were started and that separate arrangements were made to provide shipping on the river Niger in addition to your fleet, which would be operated as part and parcel of these schemes, do you think they would be able to pick up the necessary traffic at other periods of the year, in view of the fact that you have such a long established position on the river?—It is difficult to answer briefly. We, by agreement with the Nigerian Government since 1912, have been common carriers on the river and it is our duty to handle whatever cargo is offering, irrespective of the source of origin of it. In addition, we have an implied obligation—although it is not stated in writing—to take care of traffic from the French territory which has been developing very rapidly. I think the answer is that increasing tonnages from the whole river area

would necessitate augmented services, and if these are to be operated by more than one Company, they would have to be co-ordinated in order to make the best use of them.

5567. Then you think it would be quite a good idea to have something in the nature of a public utility company of which your fleet would form a part?—Expressed in other words, that is really the meaning of our letter to the Governor of Nigeria. I think we used the wording that it would operate something along the lines of an existing (and I underline the "existing") gas company where there would be a limitation of earnings on the equity, and that if traffic resulted in earnings above that point being reached, then the surplus would be utilised for reducing freight rates, and that in fact the proposal was something very much in the nature of a public utility company.

5568. If you assume that this very large figure has got to be found, your contention is that it can only be taken care of if you have the power to increase the freight rate? Do you agree with Mr. Rawlings that it is divided into two parts, that with new tonnage required it would have to have a still further increase of the freight rate?—Yes, Sir, because the cost of new craft on the river today is approximately three times the cost of the existing craft and capital charges in operating units of this kind represent a very substantial part of the whole cost, and we would then be faced with two things. We are faced at present with a very steep increase in costs by reason of operating costs. We will, when the new craft come in, be faced with additional and very large increase in capital cost. In other words, three times the capital cost of our existing units when new.

5569. Have you had any reply from the Nigerian Government yet?—No, we have not had any reply to that letter at all. We said to the Nigerian Government that obviously it would not be in the interests of Nigeria to wait until an important matter of this kind can be solved in order to place orders for craft which are urgently required; but at the same time, having regard to the size of the sum involved, some million pounds, we were anxious for some general assurance that if nothing came out of this scheme by the time that one million pounds additional capital came in, we would be allowed to put up our rates to give a reasonable return on that capital. The Nigerian Government replied telling us that it would take a long time to examine the proposals. There was a sentence in that letter which was quite sufficient reassurance for us to go ahead: "The Government can, however, assure the Companies that it will not restrict freight rates to a level which would render it impossible for the Companies to earn a fair remuneration on the capital invested

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[Continued.]

in new craft. It is assumed by the Government that the Companies will, on their part, agree not to increase freight rates without prior consultation with the Government," and we regarded that as giving us the "all-clear" sign to go ahead with the placing of the new orders.

5570. Are your shipping activities in Nigeria the concern of a subsidiary of your main company?—No, Sir. The Niger river service is operated as a branch activity of the United Africa Company. It is not handled through a subsidiary.

5571. There is no reason why it should not be?—Not a bit.

5572. If it made the scheme easier?—No. In fact, I think we have a company registered with a suitable name, I think it is the "Niger Transport Company," but from the point of view of our internal arrangements it really makes no difference.

5573. But you finance the shipping from your main resources of the United Africa Company?—Yes, and we do the same with our subsidiaries. Whether it was a subsidiary or a branch of our own activity from the financial aspect it would not make any difference.

5574. If traffic offers of two kinds, your traffic and other people's traffic, as common carriers, are you bound to take a proportion of both?—We have never had our loyalties tested in that respect, because we have never yet left any cargo behind. We have always lifted all the cargo offering, apart from any requests from the Nigerian Government to lift much larger quantities of groundnuts from Baro, which was always contrary to the Nigerian Government's policy pre-war. We have always lifted all the cargo offering, either our own or anybody else's.

Mr. Edward Davies.

5575-80. But you would agree that it is vital to the economy of Nigeria, if we are considering this matter of increasing freight charges, that the producer will be called upon to consider the matter and will have to take account of the cost he is receiving, or the Nigerian Government is paying him, in terms of rebate. We have heard that something has happened to provide a stabilisation fund for cocoa and we have heard similar remarks about the oil palm products, but is there any other commodity to which this applies?—As I said—and I have no doubt that I am right in saying this—a similar cushion is now being created in respect of the other products. That is, I believe, quite a new arrangement, whereas the cocoa arrangement has existed, of course, since the commencement of the war. In effect, a rise in freight rates for Nigerian products would be identical to an increase in the export duty. In other words, if he was not to be worse off, he

would have to have a corresponding increase in the price paid to him for his commodity to offset the increase in the price of the freight.

5581. Having regard to freight rates, of which account is taken when you fix river freight, you mentioned that there has been a 10 per cent. increase in some cases on the Nigerian railway freight rates, but when we were in Nigeria we were told that the freight rates were very high in respect of tin. The rate quoted from the Jos Plateau to Port Harcourt was £16 10s. a ton, and it may be that they have special difficulties, may it not, in respect of railway charges which do not obtain in respect of river?—I would not have thought so. I have an impression that the tin rate really is in keeping with freight tariff practice. Certain classes of traffic do bear much higher rates than other. For example, if people are sending down gold ingots in Nigeria, one would not expect them to be carried at the same rate as groundnuts. High value textiles will be rated on the British Railways at the highest rate and cement will be rated at the lowest rate. It is in accordance with the ability of the traffic to bear it.

5582. We are indebted to you for that. Can you tell us if a similar practice obtains with regard to the Nigerian Railways and the Nigerian rivers, that is, the classification of goods in respect of their value?—Yes, Sir. We have a two part tariff on the river. One for bulky low-priced essential commodities which we are carrying on the river at the present time at the pre-war rate plus 10 per cent., and the other for textiles, etc., at pre-war plus 20 per cent.

5583. So that your rates are below the increase in the general level?—Mainly lower.

5584. The witness would agree, would he not, that this is a country for transport of every kind?—I could not agree more.

5585. And in that connection, any development of the rivers must take into account all other forms of transport. The submission in this document is that the Government of Nigeria might well consider the problem as a whole and decide your fortune as a private enterprise company?—We make it clear in this letter that the whole economic development of large sections of Nigeria must be dependent on the rivers and that consequently any steps, and we thought we were proposing a step which would have the effect of reducing the cost of transport in those areas—would be in the interests of the country.

Sir Peter Macdonald.

5586. Do I take it that if this proposal is not acceptable to the Nigerian Government and you have got an agreement on the freight rates, you would yourselves be prepared to meet the capital charges of reinstatement?—Most certainly, in fact we are now doing so, having received this

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general assurance, and I think I am right in saying that the letter does draw attention to that fact. In other words, we were not suggesting to the Nigerian Government that we were not prepared to find the capital, but we were drawing their attention to the fact that if we were to invest this very large capital—and we calculated on a basis of an 8 per cent. return on the capital invested—that that would require an increase of 85 per cent., which is an enormous load on the current freight charges. We then went on to say that, if some substantial part of that new capital could be provided at, say, 3 per cent., that increase could be cut from 86 to 40 per cent., which will give you a clear indication of the impact of these very high new capital charges on freight rates. We felt that it was so necessary for the economic development of those enormous areas to get the rate as low as possible that we put this proposal forward. I think I might say that it was done directly from the point of view of ensuring the best economic development of that area. I believe that if one put 86 per cent. on to the current freight charges, the development of that area would be substantially affected.

Wing Commander *Hulbert*.

5587. I gather you have actually placed these orders?—I think the position at the moment is that the whole of the specifications are out and we are awaiting tenders.

5588. Are you restricted as to where you can place them?—We are looking into the question of dumb craft and also, in the case of power craft, we are examining the possibility of going to the Continent for them. The difficulty is that the most likely source for those craft would be Belgium, because they have a very large similar traffic on the Congo River, and they have big firms who specialise in this particular type of stern wheeler, but unfortunately, from the Bank of England's point of view, Belgium is not at all a favourable currency. However, we are pursuing enquiries there and also in Holland, which is a very good country for big barges. Of course, our units are normally bigger than the ones which John Holt's referred to. Our biggest units carry 2,000 tons. In other words, the towing craft itself carries approximately 350 tons and it pulls four barges each carrying 400 tons, so that is a total lift for one unit of craft of 1,950 tons; and such a craft will come down the Benue river—it is an extraordinary sight—with only 7 foot 6 inches of water underneath it. This type of inland water transport, of course, is very highly specialised.

5589. I am sure it is very gratifying to hear that you are doing this. Have you any idea when you can expect these craft?—The situation is this, that if there are large increases in current productivity, particularly in the French territory, which is the most difficult to evacuate, because the

period of open water up to Garua, which is the top point to which we operate, is extremely short; I think it is six weeks; and then it is a most anxious operation because you never quite know whether you are going to get out in time or whether you are going to be locked up for twelve months. If there were substantial increases in cargo up there, then our hopes might not be realised, but we believe with our existing arrangements, and with what we are doing, we can clear the Benue without any new craft, up to the end of the 1950 season.

5590. When do you anticipate that the new craft will be in service?—Coming in for the 1951 season. In other words, we can see ourselves clearing the 1950 season with our present arrangements and we are looking for the new craft coming in for the 1951 season.

Mr. *H. D. Hughes*.

5591. What was your annual rate of replacement prior to the war?—I do not think I have that figure. We always approach these problems *ad hoc*. With craft of this kind, no one can say: "We are putting down a big unit of this kind and it will operate for 30 years." We have our depreciation scale, which allows for the craft being written off after 20 years. We have some craft which have had luck, which do not live that period; but on the other hand we have certain craft which, with very heavy reconditioning costs will go on for 10 or 15 years longer, but in effect you are virtually rebuilding your craft. It is a matter of how much you spend, and whether it is sound economically to spend money on reconditioning, as opposed to replacement, and our Transport Department approaches that question *ad hoc* and weigh up the considerations, so that I think the graph of actual fleet replacements might give a rather false picture.

5592. Would you have the figures for 1945 to 1947?—We have not placed any orders, and the reason for that is that we have been very fortunate. Immediately after the war we secured the services of the Superintendent Engineer of the Irawaddy Flotilla Company and he was probably operating the largest fleet of inland water transport on rivers which was at all comparable to the Nigerian work. Having secured his services, we wanted to be assured that we were not moving on blindly replacing on our own rather narrow experience, and he went and studied the whole Niger problem, and then went and studied the whole Congo River problem, in order to align these problems with his own Irawaddy experience. Then we have been in discussion with all the leading designers. The non-placement of orders at that time was in no way associated with the freight rate question, but it was simply the period necessary for the detailed study of the types of designs necessary for the re-equipment of a fleet of this magnitude.

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5593. What I was leading up to was this. It was mentioned to us that it came as rather a shock to the Nigerian Government that 3 years after the end of the war they were suddenly faced with the fact that the fleet was so out of date that there would have to be an abnormal capital replacement?—But why should the Nigerian Government have a shock? We have not said that we cannot do the job any longer. All we have said is that the time has now come when, in order to do our job in years to come, a position has been reached where certain matters have to be dealt with, and we have now come and put this position before them. If the Sub-Committee have received any suggestion that operations on the Niger River are not fully efficient then I do feel that I should be given the fullest opportunity of showing that that is not the case. I would then wish to draw the Sub-Committee's attention to the attitude of the Nigerian Government towards the river transport right up to the present moment. I do not know whether the Sub-Committee is aware of the fact announced in 1934 that the Minna-Baro Railway was to be closed forthwith. It was only as a result of strong protests from the United Africa Company that in 1938 we were informed as a result of the deliberations of the departmental committee which was set up that it was intended at that moment not to close the Minna-Baro Railway. In the letter which I have here from the Colonial Office, dated the 30th November, 1938, it is stated that the Government, "after studying the majority and minority reports of the Minna-Baro Joint Committee, have decided to continue the Minna-Baro rail connection up to its present standard, with traffic restricted to 300 tons each way per day until the end of 1948." We have not been informed to this day whether it is the intention of the Nigerian Government to maintain the Minna-Baro Railway or not, though I know it is their intention. So you can well see that I am not bringing this forward as any excuse, but during the whole of this period, if there had been no war, the position of someone operating on the river and handling 30,000 tons a year out of Baro would mean that he would have had no information of what his position was going to be on the 1st January, 1949.

5594. And that has never been made clear to you yet, has it?—There has never been any official statement, and scarcely any unofficial statement. I would like you to imagine what the situation of fleet-operators is in such circumstances.

5595. You mentioned something about moving groundnuts from Baro. Are you at present moving groundnuts from Baro?—Yes. This year we will move about 26,000 or 30,000 tons.

5596. A year?—Yes.

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5597. That is not a very large quantity?—It is all a question of the balance of the fleet. It is as large as we can offer to move. I hope I have made it clear that the key to the whole of that river situation is what it is necessary to lift on the Benue, because quite clearly you need more lifting capacity to clear the Benue in six or eight weeks—in other words the lifting capacity that is required to clear the Benue can look after a vastly greater tonnage when it can operate all through the year, and the essential factor is a proper balance of tonnage between the waters which are open for a short time and the waters which are open all the year, and so on. The waters which are open all the year are the Lower Niger, that is from Lokoja downwards. There is very little you can do to increase that at the moment because it is entirely native production and the production does not vary materially. The things that can be regulated as far as river tonnage is concerned are the groundnuts to Baro, because it is just a question of what proportion of groundnuts from Kano are sent to Baro or sent to Apapa; and consequently when one knows what the Benue lift required is, one has then got to work out what is the balancing factor required for Baro. On this question of the situation of the river operators in Nigeria, I would like to draw attention to what the policy of the Nigerian Railways was during this period. In 1912 the railway rate for carrying groundnuts from Kano to Baro was 47s. 5d. a ton, which was 1.635d. per ton-mile. The difference between that rate and the rate of carrying them to Apapa—the whole journey—was 21s. 3d. Consequently in 1912, when we lifted groundnuts at Baro to bring down to Barutu, we had that 21s. 3d., which was the difference between the railway freight from Kano to Apapa. In other words, the total charge from Kano to Burutu by the combined rail-river route was 68s. 8d. (the same as by the all rail route to Apapa), and of this total, a part, 47s. 5d., was for the railway, and the remainder, 21s. 3d., for the river service. In 1948, the rate from Kano to Baro was 66s., and the rate from Kano to Apapa 88s. Consequently, we got for carrying groundnuts from Baro to the ocean 22s. So, in 1912, the reward for bringing groundnuts from Baro to Burutu was 21s. 3d. and in 1948, 22s.—an increase of only 3½ per cent. In the same period, the railway rate from Kano to Burutu increased by nearly 40 per cent.

Mr. Norman Smith.] And the value of money is also to be considered, but that has cut both ways, for the railway as well.

Mr. H. D. Hughes.

5598. It is, I believe, true to say that there is required now an abnormal rate of replacement for the river fleet?—Which would have been spread over the war years.

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Mr. FRANK SAMUEL and Mr. G. E. PEARCE.

[Continued.]

5599. Why, in fact, does this come to a head in December, 1947, rather than in July, 1945?—I tried to explain the reason why it did not come in July, 1945. When the war ended in August, 1945, I think it took a few months to re-orientate oneself.

5600. But there is a two-and-a-half year gap?—There is a two-and-a-half year gap which, I agree, is on the long side, but on the other hand, when you are dealing with highly specialised river craft, and new designs operating for the next 25 years, one must be sure that one is taking the very best advice and studying the problem *au fond*. To begin with, no engineer concerned with the designing of this type of craft can start to formulate his views until he has studied a complete Benue evacuation. He was actually on the Niger studying the Niger river for nine months and he was studying the Belgian Congo for three months; then he came back, and then you have to get out your final designs and specifications and we had a very long study of the problem. We have only quite recently reached a decision on the question of steam versus Diesel.

5601. When did you get his services?—In 1946. He had been serving in Burma, and the Indian Forces, and he became free and he came to us.

Chairman.

5602. Can you give us the name of this official?—Mr. Hutcheon. He was the superintendent engineer of the Irrawaddy Flotilla Company.

Mr. H. D. Hughes.

5603. In what sort of detail are all your costing figures and that sort of thing available to the Nigerian Government, to enable them to determine their policy on this letter, costings of freight and so on?—I should say that we have got as accurate and detailed cost accounts as any thoroughly up to date concern.

5604. And they are acceptable to the Nigerian Government, are they?—Normally they are not available to the Nigerian Government. The position has been this. The Nigerian Government have not imposed the right to settle our river freights for us. We have always agreed with the Nigerian Government that we would not alter our freights without prior consultation with them. But the view we have taken has been that we are not justified in charging rates on the river in excess of those on the railway. We felt that to do so would create the wrong impression. It might have been said that because we were not a Governmental organisation, we were trying to take advantage of that situation, and consequently our rates have always been comparable with the Nigerian Railway rates. If you look at Garua on that map, it is 986 miles to Burutu. The highest rail

distance for groundnuts anywhere in Nigeria is from Kano to Apapa, which is something like 700 miles. Therefore we would not charge more to bring groundnuts from Garua than the Nigerian Railway charges to bring groundnuts from Kano to Apapa. Consequently when they have reduced their rates, we have reduced ours, and similarly in the case of increases. We felt that that would be an action which would clearly be justified.

5605. In considering the policy, the necessary facts and figures could be made available to the Nigerian Government, could they?—Most certainly.

5606. In the penultimate paragraph of your letter you do propose "the establishment of a separate and independent company, with the Government on the one hand providing new capital at a fixed rate of interest, and the companies on the other hand contributing the present assets and equipment of a going concern"?—Yes.

5607. What is the sort of proposed proportion of control of the new company?—We have not got as far as that yet. We were putting forward a broad proposal, a general idea for their consideration. We had not attempted here to go into the details of structure, or anything of that kind.

5608. But the companies are prepared to consider a public utility company in which the Government might have the preponderate shareholding, or in which the companies might have the preponderate shareholding?—It would depend on the form in which the public utility company was set up. If the purpose was to get 3 per cent. on its capital, no private company would be prepared to take any risk, unless there were some reasonable return on the capital in good years to offset the decline in return on the bad years. If you are asking: "Have we got any exaggerated ideas of what capital invested in this sort of service will return?" I can say frankly, no, because this type of operation cannot bear anything in the way of big profits, and at the moment it is making a very small financial return even on the heavily written down value of the assets.

5609. An alternative solution would be that the Government should take over the shipping on the rivers. What would be the company's views of that, and are the assets of your company easily separable from the rest of your enterprise?—I would say that the assets are easily separable. My view is that from the point of view of the development of Nigeria it would be deplorable.

Chairman.

5610. I suppose you will want to have that marked on the record?—I am afraid the Nigerian Government would not appreciate it, and that sort of thing very often

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[Continued.]

has the result of rebounding on to my company. The original discussions on the matter were with the Colonial Office, and we asked them what they thought was the best way of approaching the matter; and we told them what we had in mind and they showed interest and they suggested the best way was to write to the Governor; but prior to that we should take advantage of the fact that the new Governor and the Chief Secretary were in London. We had two round table talks with both of them and as a result of that it was agreed that we should send this letter to the Governor of Nigeria. But the whole problem was discussed in a lengthy interview.

Mr. Norman Smith.

5611. Having regard to the risks entailed, would you say what is your idea of a reasonable return in terms of gross percentage on the equity, not all of which would necessarily be distributed?—The view we had was somewhere not less than six, definitely, and we had not got in mind anything more than 8 per cent.

5612. That seems reasonable. Did you come down on the side of steam or Diesel in regard to engines?—We straddled. We came down in regard to our big units on the side of steam, and in regard to our small units on the side of Diesel. That was a decision which I had to take personally. I had various opposing views, and I have no doubt that, purely looked at from the point of view of technical efficiency, and low cost of operation, Diesel would have been the right answer; but the maintenance of large Diesel units is a very highly specialised business. The African up to now has had no experience of Diesel engines whatever, and we thought the risk was too great to put these very large Diesel units there, so we put in a large number of small Diesel units in order to build up a body of Diesel engineers, so that in subsequent replacements larger Diesel units in a few years' time could be obtained.

5613. Are your engineers all Africans?—Yes. At the present time we do not operate any afloat engineers other than Africans; nor do we have any European deck officers; they are all Africans.

Chairman.

5614. Arising out of the questions which members of the Sub-Committee have put to you, I think you will agree with me that the transport arrangements of the Colony are in an extremely bad state?—Yes, Sir.

5615. And that in any survey of the requirements of the Colony you must take both rail and river into joint account?—Certainly.

5616. And also the feeder roads?—Certainly.

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5617. In regard to this question of the railways, we had evidence about that, and I think you raised an important point that you had had no communication giving assurance that the Minna-Baro line will be kept going after the 1st January next?—The end of this year, yes.

5618. From what you have told us, and from what we ourselves saw in Nigeria, unless that is kept going the chances of evacuating the crop of groundnuts at Kano and in that district are going to be still more difficult and will result in a still heavier burden on the railway?—Yes; to the extent that we are lifting from Baro, that would be an addition on the railway.

5619. But your bottle-neck is from Kano down to Minna, which is common to both routes.—Certainly. Your haul from Kano to Baro is, approximately speaking, half the total distance.

5620. But are they sticking to that limited capacity, 300 tons a day?—They are putting at Baro today all the groundnuts that we can lift with our present craft.

5621. So that the railway are providing you with all that you can lift?—Yes.

5622. The position that the Sub-Committee are confronted with is this, that there has been no answer received to this letter, and it is rather difficult for the Sub-Committee, on the evidence we have had, to do anything more than merely recommend that a speedier reply should be given.—Quite.

5623. We can only press that a conclusion in some way or other should be reached. Have you been asked by the Colonial Office to supply any facts or figures to support this letter?—No, Sir.

5624. Nor by the Nigerian Government?—No, Sir.

5625. But if you were you would be agreeable to send somebody out there, would you?—Yes. We made that clear; we would be willing to send our people, to discuss it with the officials on the spot.

5626. I am afraid that your expectations of delivery of these craft by 1951 will be unfulfilled?—That is not our information.

5627. You think that you will get them?—Yes, Sir.

5628. The deliveries are very very backward?—Yes, except that the position of the builders of ocean-going steamers and the builders of small craft is not necessarily the same.

5629. You feel confident that your allocation of steel will be taken care of in respect of the demand on the Colonial Agents?—I would certainly expect to get the very highest support from the Colonial Governments in order to obtain the high priority for steel. I do not think we will get the top priority but we will get

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[Continued.]

a medium priority for steel, I think, and if we could get top priority, I think those dates could be substantially advanced. Then I would like to touch on one other matter, which is the question of the conservancy of the river. I think I am right in saying there is no such thing as a conservancy of the river, and much more important than the conservancy of the river is the question of the conservancy of the ocean approaches to the river. To develop large scale transport on inland waterways, if its outlet to the sea is then going to be bottled up, would not be a very wise thing.

5630. We had evidence in Nigeria from Captain Ivey, who told us that he was responsible for the conservancy of the river?—Did he?

5631. Yes?—I do not think I had better comment on that. On the question of the conservancy of the approaches to the river the situation is that there are a number of known approaches into the Niger, but there was until recently only one recommended approach, which was known as the Forcados approach. These figures are Government figures. In 1920 the approach to the river over the Forcados Bar, which was the Government approved pilotage route, allowed vessels to cross the bar at a draught of 21 feet. In 1947 the permitted draught, or the recommended draught, over the same bar was 13 feet, so we have been in the position in these years when we have been contemplating any large scale development in the river, of the possibility of being completely bottled up in it, which is not, again, a very attractive proposition to people, whether Governmental or private, who are proposing to invest capital in the

river. We have been pressing this question constantly, as regards the need to have proper dredging. I think I ought to correct myself by saying that the Forcados Bar is now down to 13 feet. The Forcados Bar has been abandoned in favour of the Escravos Bar, the draught on which is 13 ft. 6 ins.

5632. 6 inches in favour?—6 inches in favour, which means an additional lift for our ships of very nearly 300 tons per ship.

5633. Your point that the dredging facilities have not kept pace with the traffic?—It is vital to any development of the river. Unless you can get an entrance there, which you can depend on, of 18, 19 or 20 feet, it is quite impossible to evacuate on any economic basis to the ocean. At the present time in the Niger and in the Benue and all those subsidiary creeks and rivers, the shipping companies are finding it necessary to shuttle about one third of the total cargo arising from that area to Lagos, because of the impossibility of getting enough ships of a suitable type, economically, to go in and lift over a 13 feet draught. It is a most uneconomic proposition. We put in a ship capable of loading 9,000 tons into Burutu or Sapele, and she can come out with 1,500 tons in her.

5634. I take it that practically all your traffic is carried in your own bottoms?—Most of the homeward traffic today is West African Produce Control Board produce and the Cocoa Marketing Board produce, and we are just lifting as a shipping line, and outwards we are lifting other people's cargoes as well as our own. We are operating as a shipping line.

The shorthand writer was instructed not to record a part of the evidence.

(Mr. Pearce.) The Marine have one European at Lokoja, and he looks after the buoying for about six months. He is also taking away snags, after very heavy rain. Again, over a very very limited area, in the upper reaches of the Benue, I think I can say that they have not even visited there with a view to dredging sandbanks. I spent four months up there in 1944 and I did not see a single Marine officer working there at all.

Mr. H. D. Hughes.

5635. But do you consider that dredging is a practical proposition, either at the bar or on the upper reaches?—I do feel that there is a method of easing those banks by using an eroder, and we have got that in mind.

Mr. Norman Smith.

5636. Did the Irrawaddy Company's engineer have anything to say about it?—(Mr. Samuel.) What he had to say about it, it would not be polite to put down.

As far as the ocean approaches are concerned, I think the experts agree that that can be done. I had a cable the day before yesterday to tell me that at the last meeting of the Legislative Council, on the question of the financial arrangements to acquire a dredger for the purpose of dredging this Escrados Bar, it had been passed, so it looks as if in 1948 the problem has been appreciated.

Wing Commander Hulbert.

5637. You have not got the dredger?—No.

5638. Who gives you the priority for steel for these ships, the Crown Agents?—No, the Ministry of Supply.

5639. The Ministry of Supply allocate a certain amount of steel for Colonial purposes. Does your allocation come out of that, or is yours extra to that, not being a Government concern?—I cannot answer that question.

5640. It is a very important question.—I assumed—I hope rightly—that in an

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[Continued.]

urgent matter like the provision of these additional craft—not only for replacement but for very much more, if the extension comes, we expect a substantial increase in tonnages to be lifted from the Benue—we would have got from the Colonial Government and the Colonial Office a very high priority.

5641-69. Yes, and the railway also wants steel for the same purposes. Who is going

to allocate the steel as between the railways and you?—I am afraid I cannot answer that question.

Wing Commander *Hulbert*.] I think you are very optimistic.

Chairman.] We are very greatly obliged to you, and you have clarified that point very well to us. We thank you very much for your attendance.

The witnesses withdrew

Adjourned till Wednesday next.

WEDNESDAY, 12TH MAY, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr Edward Davies.
Mr. H. D. Hughes.
Sir Peter Macdonald.
Mr. Parkin.

Mr. Norman Smith.
Mr. William Wells.
Mr. Yates.

Major Sir RALPH FURSE, K.C.M.G., D.S.O., Director of Recruitment, Colonial Office, called in and examined.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Chairman.

5670. We have asked you to come here today, Sir Ralph, to help the Sub-Committee over this question of recruitment for the Colonial Administrative Services. What I want to tell you is this. The whole of our Sub-Committee has been very much disturbed by the fact that, at any rate in Nigeria, and no doubt also right through the Colonial Empire, there is a great shortage of staff, especially in the technical branches, who ought to be out there to help in these development schemes. We have had the advantage of reading these pamphlets, for which I understand you were responsible?—Yes.

5671. We have read all of them and also the leaflet which goes with them bringing the matter up to date. I think the best thing would be to ask you to explain in your own words to the Sub-Committee what you believe is the best method which might be adopted in order to encourage more people to come into the Colonial Service?—I will try to do that. At the beginning of your remarks you used the words "Colonial Administrative Services." I take it that you are really more interested in the technical side?

5672. Well, both of them?—I see. I sent you, through Mr. Bryant, what I understood you wanted, which was a review of our outstanding vacancies.

5673. Yes, we have got that?—Perhaps you will allow me to give you the background in relation to that; it would make it easier for the Sub-Committee to understand the position. It is not quite enough by itself. Therefore, if you would not mind me elaborating it a little bit, I would like to say this, that, as you probably all know, though a great many people do not realise it outside, about 96 per cent. of the persons employed by the Colonial Governments are of local origin. Some of the remaining 4 per cent. are dealt with by the Crown Agents for the Colonies. The rest of the 4 per cent. (and in the present state of development and colonial education the most important) are recruited by the Appointments Department of the Colonial Office, which I am here to speak for. But it is only numerically a very small proportion of the whole strength if you take everybody employed by the Colonial Governments. As regards our own bit, I think that we ought to regard as a single period of staffing and recruitment (I do not know if the Sub-Committee will agree with me) a period which begins with the outbreak of war and is still going on; and I am not sure when the end is going to come. It really ought to be looked at as one piece. I think that the main features of it are these, as they strike me. First of all, the concentration of the pressure of demand both on supply and on recruiting organisation, that is the Appointments Department.

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[Continued.]

We recruit directly to the Service and we also take on a certain number of people as scholars, particularly for the biological services—agriculture, forestry and so on. When they obtain a scholarship, they are practically “in the bag,” but they do not get an appointment until they finish their scholarship period. May I say this, that the figures which I am going to give the Sub-Committee and the calculations which I am going to make are, please, to be regarded as approximate. I cannot guarantee particular accuracy. It would not have been right to take my staff off the urgent job of recruitment and training which they are on, in order to be absolutely certain of these figures, and there are a lot of small things which come in, such as people withdrawing or falling out, so that our figures are never absolutely completely accurate. However, I think they are good enough to form the basis on which you can see the trends. Now, exclusive of scholarships, since we opened post-war recruitment at the beginning of June, 1945 (we were not allowed to do so until then; it was a combined date arranged with the Civil Service Commission; that is, the beginning of our post-war period, which is just under three years) we have appointed, through my Department, 3,623 people. In addition, we took about 68 for scholarships, which brings us up to about 3,700; but let us call it 3,600. Then I think we ought to add about 1,420 or so appointments which were made during hostilities. On that, I ought to explain that in the first winter of the war I went to the fighting services myself and I said to them “Look here, you take, obviously, everybody you want, but if you skin us too short we may not be able to get you the supplies of raw materials, sisal and so on, which you want in sufficient quantities, and we may have trouble somewhere which could have been avoided if we had kept a sufficient trained staff. Then we may turn to you and ask for a Brigade or perhaps more at a very inconvenient moment.” For obvious reasons, neither the Navy or the Air Force could scarcely play at all, but the Adjutant General did. He said “I have been commanding in Egypt and I know what you mean, and you can have a certain amount”. Well, we never took up to his figure; in return we said that everybody whom we took, except certain scientists in reserved occupations, we would put under military training for six months or more; we could not take them until they had had it. Practically everybody, therefore, who went out qualified through an O.C.T.U. and they were available as officers for the fighting services when they got into the area of the world in which they were serving. In actual fact, a very large proportion, although they went out as Colonial Servants, went first into the Royal West African Frontier Forces, the King’s African Rifles, and served as soldiers. By that number the subsequent

bill sent in by the Colonial Governments at the end of the war was roughly reduced, so that I think they should be included. Call them 1,400, so that makes 5,000. On the return which I gave you I showed 1,185 outstanding vacancies; call that 1,200. That is 6,200 now against what my department met in the inter-war period of 20 years, 1919 to 1938 inclusive—a demand for 6,249 recruits, very nearly even. It is not quite fair to say that that represents an accurate comparison with the pressure of demand on supply, because until 1945 we were not responsible for the group covering engineers, architects and town planners. We were ordered to take that group over in June, 1945. On the other hand, it is a fair comparison as regard the pressure on the machine, although of course our staff expanded. We were given a much bigger staff after the war. But the point I want to make is this. The first thing we have been grappling with, and still are grappling with, is the tremendous demand, which is out of all proportion to what used to be the demand on the supply of people willing to go abroad and fit for the Colonial Service at any time previously. It is all concentrated now—roughly equal to 17 or 18 years of the inter-war period, if not more. Then, taking the appointments made since the opening in June, 1945, 3,623, and cutting out the 400 engineers whom we have appointed since that time, we get 3,223. The inter-war yearly average on the same basis was 313, and consequently the appointments made in under three years have been equivalent to over ten years average inter-war intake. If we include the scholarships—and there I have tried to put this present emergency position up against normal times—you will see that we are dealing with very much more and we have achieved very much more, but we are by no means level with the tremendous demand. The second point which I think should be taken is this, and I speak with rather peculiar experience, because I happen to have had the job of recruiting a big public service after two big wars, which is an experience that I think not many people have had. I had to do this for the Colonial Service when I came back from the Army in 1919, and history does repeat itself a little, though on a much more intensive scale now. The point I want to make now is that after a big war you run into an inevitable lean period. That is, from the time your abnormal supplies from demobilisation sources begin to dry up to the time when the educational system of the country is producing its full peace-time output and has got into top gear. The same thing happened after 1918, but it was masked by the slump, which you will remember was about 1921 or at the beginning of 1922, and meant a very sharp fall in vacancies generally, so that evened it up. This time there has been no such thing,

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but we ran, speaking broadly, into that lean period some months ago. We are still in it now, and I do not see us getting out of it for at least a year, not, at least, until the universities, the colleges and so on turn out their graduate output for the summer of 1949. At the moment we are in the lean period and have been for some months. In spite of that, it is perhaps worth mentioning that in the last four months, from 1st January to the end of April, we took 337 recruits. If you cut out the engineers, who were formerly dealt with by the Crown Agents, you get 292, and that is very little short of the average for the whole year for the inter-war period, which was 313. During the first two years of post-war recruitment, that is to last June, we did our best to make the most of the demobilisation supply, which was pouring in then, though not always the right stuff by any means, and nothing like enough in the technical services. It began to die down fairly quickly, though it was still considerable until last June. For instance, in the first year we had almost double what it was in the second year; 7,150 in the first and 4,570 in the second year. It is very much lower this year no doubt. In those pressure years—I am giving now a very approximate statement by way of illustration and taking some of these main services, such as engineers, which is a very bad wicket, we doubled the Crown Agents' average for the last five pre-war years. In medicine, which is also a very difficult wicket, we got in two years roughly the equivalent of five years average inter-war intake. In the legal service we got the average of nine years. In education, ten years; in administration, including temporary appointments under contract, eleven years intake; and there I would like to make the point, which is very much in your minds I expect, that I think I am right in saying that when you are dealing with difficulties of recruitment and all that, it is not enough to look at your technical services directly concerned; you must look at the others, and particularly the administrative, because the more you increase your technical staff, the more work you throw on to the administration; the more plans you have got, the more you are putting on to your administration, and therefore building up the administrative staff is extremely important to any development policy. There we were getting them eleven years' supply in two years. The overall total for all the branches for which we are responsible worked out at seven years' supply or a little more. There has been a natural drop in this last year because we have got into this lean period, but, as you will see from what I said before, in the three years we have probably taken the equivalent of over ten years average. That, perhaps, may help to bring this list of outstanding vacancies into relation with what has been going on. I have looked at that list I gave you and perhaps it would be of

interest if I just run down the totals. In administration the vacancies are 172; the appointments made to date are 926. I think you will see, when I go through it, that it is working out in this way, that where you have got a service which you recruit for on general intelligence, character, personality and so forth, like the administration, police and so on, recruitment is pretty level with the demand. Where you are dealing with services where you cannot take a man unless he has got a minimum standard of technical or professional knowledge or experience, we are in trouble. Administration, vacancies, 172, appointments made to date 926. Turning to agriculture, 110 vacancies, and we put in 104 people in the past. Audit, which belongs to the first group, 13 vacancies; we put in 49. Chemists, which is the second group, is about level—20 and 21. Civil aviation: vacancies 15, appointments already made 60. Co-operation, 5 and 10. Customs: vacancies 5, recruits put in to date 52. Education, which belongs to the second category, has been very difficult, and is getting a little easier: we have got 116 vacancies and we have put in already 521 officers. Then we come to our most difficult group, the engineers architects and planners: we have 315 vacancies and we have already put in 400 recruits. Fisheries, about even, 12 and 16. Forestry, about even, 32 to go, 39 done. Geology, 26 and 31. Labour, 1 vacancy, 45 labour officers put in. Legal, 23 vacancies, 153 officers put in. Medical, which is a difficult one, 136 vacancies, 455 officers put in up to date. Meteorology, 18 and 27. Mines, 7 vacancies, 34 in. Police, 3 vacancies, 164 put in. Prisons, 5 and 25 put in. Survey, 38 and 70 put in. There, by way of illustration, the demand in 1936 was 4, in 1937 it was 5 and in 1938 it was 7; so you can see that there is a very considerable difference. Veterinary, about even, 51 to go, 55 in. Economists and statisticians about even, 12 and 16. Welfare, 7 and 32. Miscellaneous, 43 in, 318 appointed. Total: 1,185 to go; 3,623 in.

5674. For the purpose of the record, when you say these people have been put in, you still mean that this paper which you have given us shows the deficiency? It still means that the figures on this paper as deficiencies are correct?—Yes. You take your deficiency figure and put it against what has already gone in since June, 1945.

5675. Yes. The figures you have been giving us as put in date from June, 1945?—Yes, to the end of last month.

5676. And it still leaves the deficiencies shown on this paper?—Yes, which are still coming in. What I have been saying up to date deals only with quantity, but looking back over 30 years' experience of recruiting and what I have been told about the results, the successes and failures and

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[Continued.]

everything else, from the Governors and so on, I do want to emphasise what I am sure the Sub-Committee appreciate, and that is the tremendous importance of quality in the Colonial Service, where you are dealing with native peoples. We could have got a great many more figures if we had just said "All right, we will take them as they come." We have, quite candidly, let down our standards in certain respects, in certain technical services particularly, because of the tremendous pressure; but we have tried to keep our standards as high as we can. I hope the Sub-Committee will not ask us to depart from that, because we have mountains of evidence always coming in from the colonial side as to the extreme importance of quality. In the face of that sort of position which I have given you, I put it to the African Governors Conference last Autumn—I had to appear before them—that there seemed to me, broadly, to be three main alternatives: (1) reduce your demand, either by (a) a change in policy, or (b) better organisation within the service, to make greater use of existing technical staff. I am pretty sure that there are places where it could be done. (a) is probably undesirable politically; but I think it is most desirable that the possibilities under (b) should be fully explored, and I think a good many of the Governors have agreed with that and are looking into it. It is not a thing about which one can be dogmatic, but one does get the impression that too often in certain places technical staff who are very hard and expensive to get, the men with the scientific qualifications and so on, spend too much of their time doing work which other people who are not so difficult to obtain could do; and we just cannot afford it. (2) My second alternative would be greatly to increase the proportion of local staff in those higher grades at the expense of expatriate staff, and that is probably impossible for us to do quickly enough in the present state of colonial education. (3) the third alternative would be to enable us at the recruiting end greatly to improve our shop window, so as to enable us to compete in the market on better terms. As regards that third alternative, I want most definitely to say that I am thinking not only of material conditions, like salaries, but also of non-material or spiritual conditions, which have a tremendous influence in attracting the right sort of man. On the material side we have been waiting and we still are waiting (though I hope we have not much longer to wait) for an improvement in salaries as a result of these reports by these various committees which have been going round and reporting on salaries in the colonies. In those pamphlets which you have you will see that we have been recruiting so far on pre-war salaries, and some of them, I think, are 15 years old,

at a shot, helped out by the cost of living allowances. You know as well as I do that the Service has been asking for better terms for a long time, and that has undoubtedly handicapped us, by not having them. That, we may hope, will be shortly improved, because these reports are practically all in. The Harragin Commission Report is already in action. Then there is another material point, that is the provision of good married quarters. I should not like to say how many good candidates I have lost in the last three years because I could not guarantee them good houses for their wives in the case of certain places to which they were going. That is nobody's fault, but due to war conditions and difficulties. Then let us take one example that I did have analysed rather carefully a year or more ago. I took the first 600 or so administrative officers recruited on permanent terms and analysed them in order to see what sort of cross section we were getting, and I found that as against 1 or 2 per cent. married men taken in peacetime, we were taking over 30 per cent. married men, and a considerable proportion of those with families. The point does not need labouring, but you can see the difficulty which arises. That cannot be cured in a day. The Colonial Governments are trying their best, but there is that shortage, and as long as there is that shortage it will affect the willingness of married men to go to the colonies, particularly those who have been away from their wives during the war. Then let me come to a point which is rather difficult for me to put to you adequately, which is the non-material side. I will give you my off the record opinion. On the evidence which I have obtained—though I admit I have not been able to travel recently—but from letters which I have received, and all my evidence for what it is worth over quite a long time has made me feel that the Colonial Service is near a major crisis, possibly the biggest crisis it has ever faced. Putting it very very shortly, I think I see a great deal of analogy between the state of mind of the Colonial Service, at any rate in many places, and the Eighth Army about six or eight weeks before the battle of El Ruweisat. I believe that the Colonial Service could go back to the canal zone if things went badly and I believe (I have had 30 years experience of recruiting it and I know its human material) with the utmost confidence that it can go right "over the top" if the same sort of thing could be done for it in regard to its morale and prestige and everything else that was somehow done for the Eighth Army in those few weeks. If it is not done and if there is a slide backwards, I know enough about the sensitiveness of the recruiting market to realise that that slide will not stop with the Service itself; it will affect recruitment for a long time. I am sure it can be done, but I think

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we have had adverse effects already, from the people who have been a bit cynical and disgruntled and war-weary and so on. I have noticed it affecting some of my men under training, and I think it is tremendously important that that should be combated as soon as possible. We have not an awful lot of time to waste about it. To come down rather more to brass tacks, I think there are two points. I do not know whether you regard this as rather fanciful, but I think the first thing is to recover our own confidence in ourselves as a colonial power. I do not think the Service has lost that, but various other people seem to have lost it and talked a lot about it, and the Colonial Service gets the backwash from that. I have known several instances of my own knowledge of individuals in lonely stations who want a bit of help in standing up to it. I know it is very difficult to do, but if we could only manage to give our Service and our future recruits, officers and so on, a sense of material security then the situation might improve. But when you consider what has happened to India, Burma, Ceylon and Palestine, if people have eyes in their heads they cannot help realising that other colonies will come to the Ceylon stage in course of time as they go up the escalator towards self-government, and they want to know what will happen to them. The other point, I think, is less materialistic. My experience is that most of the best men come to us—or did in the inter-war years, and I think it is the same now—they come to us partly from a desire for security in the Government service, but particularly from motives of idealism and a desire to do something of value. But we want practical idealists; and practical idealists will want some assurance that they will have time to put through a job, to do which they thought it worth while joining the Colonial Service. A lot of them are wondering whether they will be able to, or whether we shall be out of the colony they are in too quickly. I have had people on training courses back from West Africa saying "It is no good getting down to a long distance scheme. We shall be out before we can put it through." Personally I think it is an exaggerated view, but you are getting a lot of that.

I put this forward very guardedly because evidence has only just come in, but we have been putting round some enquiries to the sources of supply about our difficult market in biology, agriculture and so on. It looks as if Government service is not terribly popular just now with the young men. Reading University told us that in 1947 approximately one-fifth of their graduates wanted to go into Government Service of any kind and only one-half of that number wanted to go into the Colonial Service. We are also getting (I do not say many cases, but it is a straw in the

wind) cases where colonial officers are warning their sons not to go into their own Service. Now, I never heard that before. Before 1939 they always used to be pushing their sons along, and it was one of the most encouraging things. But in the late twenties and early thirties we have got put into our lap a lot of jolly good first-class chaps whose fathers were in the Indian Civil Service and their fathers told them "Do not come near my own service," and now it is coming round on us. I think it is because of Ceylon and Palestine, perhaps. I think it can be put right, but I think that shadow is over our recruiting field and it is definitely important. That more or less covers the main facts as I see them, though I could probably go on talking about that for a week. I would like to say this. There are certain matters affecting the organisation of the Service which are at present under active consideration in the Colonial Office, not in my Department. As soon as we can present the picture of the modern Colonial Service as it is now, as affected by any such changes which there may be and by the improvements effected by salaries commissions which are very important (we are trying to get the framework ready ahead) we want to issue a revised and improved up-to-date series of those memoranda which you have got. I want to get the whole lot reorganised and redrafted in a better way with all the improvements incorporated, and then I hope to get our Information Department to assist us by getting lecturers to go out to the medical colleges, the agricultural colleges, the universities, schools, and so on. We must pick our men carefully, and carry out a campaign of education on the new peace-time basis—and we hope that the result of these commissions will give us better wares to offer. We have gone on the principle that it is a mistake to advertise inferior goods when you hope to get better ones in a few years time. So we have held back a little bit. We have held back our campaign until we can get the new ammunition, and I hope that we may have that new ammunition by the Autumn. The moment we get it, we are going over with the best campaign we can, which I hope will effect things.

5677. We are very grateful to you for your valuable exposition of the position, and your experience, I understand, covering 29 years more than entitles you to tell us in a way in which very few people can. You said at the beginning of your evidence that the Crown Agents were responsible for certain recruitment. What is the collusion, if I may use that word, between your office and the Crown Agents over recruiting? Are you competing in the same market?—No, we are not.

5678. Have you any suggestions in regard to recruitment by the Crown Agents? Do you think it would be better for the present.

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system to go on or that it would be better to have the organisation all in one?—As far as I know what they do, I should say "Leave it as it is."

5679. You think on the whole from your information that they do their job all right?—Yes, and I think probably they do the job they have got to do better than we should; they are more fitted for it.

5680. The main point, I think, on your evidence is that, from the material point of view, you feel that these people should have the improved salaries which are the subject of these investigations, that they should be put into operation as soon as possible; also, that there should be an overall feeling of security so that whatever may be the change in the colony, the individual's position should be safeguarded?—As far as possible.

5681. And you also feel that, as far as education is concerned and matters of that kind, the type of person you get is an enthusiast at his job? He wants to see the thing through over a period of years rather than start a job and not be sure that he will finish it?—I think the best of them do, the sort of man we want to get.

5682. What it means is this, and I am sure all the Committee agree with me, that the Colonial Service is really a crusading service. You have got to have something more than materialism in it; you have got to have a sense of devotion to the people in the colony, and you feel that if you can produce that feeling—and I am sure all of us will agree that quality matters more than anything else—it is possible to improve the material conditions, and that you should try and enlist those people who have that desire to make a contribution?—Yes, Sir. I think we were succeeding fairly well in the last decade before 1939, as a result of many things we had been working at in the previous ten years, and we were getting in a lot of that sort of material. It is very difficult to judge the position now about future recruits because we have had a war gap. Since the war we have been recruiting in abnormal markets, and we have had a long break with our centres of supply, except some of the scientific ones. We have got to make that contact again, and until we get back to the fellows who come up from the universities and colleges and so on, we do not know what their attitude is going to be. You see, in the 20 inter-war years we worked very hard at it in various quiet ways and we built up intimate connections with universities, colleges, medical schools and so forth, and we got our best recruits in those years by what I would call the snowball system. You get a good man X who is just out from a particular school and he is happy in the Service and proud of it; he loves his job; and he writes home about it and brings two more like himself to come along afterwards, because they say "If X feels like

that about it, and we know what a good chap he is, this is a good show." I do not know where we are going to be now, because until we get to the next stage, it is guess work; but we have got to recover that intimate contact.

5683. You are in touch, I suppose, with the Appointments Boards of the universities all the time, are you?—Yes.

5684. Do they confirm your view that at the moment it is a period of uncertainty and it is hard to foretell what the recruitment will be?—Yes. They are on the changeover from wartime to peacetime, although not so in things like agriculture and so on; there they have kept a measure of reserved education going on all the time; but all the arts schools have got to pick up again.

5685. We have been told that private enterprise, some of these companies, can get all the people they want, of practically all the people they want, and it is because the conditions they offer the people are so much better than the Colonial Service conditions. You said yourself that with the social change a far higher percentage of the recruits are married?—Yes.

5686. Some of these companies offer houses already equipped, not only the house but everything in it, and that is part of the service they offer to their recruits. You would tell us, would you not, that the recruiting for the Colonial Service would be improved if we concentrated on more married quarters? What proportion of married quarters do you want to build up to?—I could not give you that offhand. It would vary according to the different colonies and the number of married men they have got.

5687. The figure you gave us was that it has risen from 10 to 30 per cent.?—The figure was this: in a test sample of 500 odd, over 30 per cent. were married.

5688. And previously it was 10 per cent. who were married?—No; in that same cross section, under 2 per cent.

5689. Anyway we are quite safe if we try to urge that there should be 20 per cent. in married quarters?—I would not like to be tied down to that figure. It is a bit unsafe to quote figures, but there should be a definite improvement. I think I ought to put this caveat: that is probably the highest proportion you will ever have. You see, it is the result of taking war people, who are much older. We will drop back, naturally, to something more like normal conditions when our men are coming at graduation. They will not show anything like so high a proportion of married men. I think the figure however, will remain higher than in pre-war times. I would not like to say 20 per cent.

5690. I think every Chief Commissioner in Nigeria told us this, that the improvements in health and general conditions

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were such that, whereas before the war you did not recommend a man to take his family out there, now it would not matter so much if the man did. Do you confirm that view?—I do not know enough about it. I have not been to West Africa. I would not like to say.

5691. You know the United Africa Company are now putting up buildings designed to accommodate a family for that reason?—Yes.

Sir Peter Macdonald.

5692. You said that you had technical officers who today are spending so much time on their administrative duties that you found it necessary to make a change and have administrative officers to take their place. Is that right?—I am afraid I cannot hear you.

5693. You said that a great many technical officers have to spend too much time on administrative work?—I said that I have heard evidence to that effect. I cannot say that I have seen it myself. I have not been out there recently.

5694. But what are you doing to put that right? We were told that a great many technical officers complained that they did not have enough opportunity to get out in the field, in the bush, because of the fact that they were tied to their administrative work. You mentioned that and you said you were taking steps to deal with it. What steps are you taking?—It is not for me to take any steps. I put this point in a statement at the African Governors Conference, and as a result of it I understand that Sir Thomas Lloyd has sent out my remarks on that and one or two other points affecting recruitment to all Governors in a personal letter and he has asked for their comments, and I have seen several replies. Quite a number of the replies mention that point, that they are going into it. It is a job, however, which could only be done by the local government. It cannot be done here. It is a matter of local organisation.

5695. I do not know if it is only confined to West Africa, but at the present time officers are allowed to retire at 45. Is that right?—Yes. It was 55.

5696. They are now allowed to retire at 45 and a great many of them are doing so in order to take up other occupations in civil life?—I do not know. You see, my field is confined to getting new recruits and training them. That is a question which is dealt with and understood by the Colonial Service departments which are not in my province, and I am not sure that I could give you a very safe answer on that. I believe it is right, but I could not answer it.

Wing Commander Hulbert.

5697. When the Sub-Committee was in Nigeria, a senior officer was asked about

the difficulties in recruiting in his branch of the Colonial Service, and I would like to read to you a few lines of what he said: "There does not seem to be any desire to come here. The west coast of Africa had a bad name before the war and it is not any better now. They still think it is a pretty awful place, and a lot of people think that men come here because they cannot get a job anywhere else." He said that you may get a man temporarily but that he would not come because he thinks that if he were out there for a short time he would not be able to get a job anywhere else. They would say: "To come out here you are either cracked or inefficient." What are your comments on that?—Whom was he reporting?

5698. This is a senior officer in Nigeria explaining the difficulties of getting men to go out to West Africa in his branch of the Service. Do you find that people are very reluctant to go to West Africa?—I think we ought to go back in history a little bit. After 1919 there was the same trouble. We had to compete with a very definite antipathy to West Africa. You know—the "White man's grave" and all that sort of business, and there was an appalling amount of ignorance, which was ignorance in places where it ought not to have been, like headmasters of schools, dons and other people, who ought to have known better. We did our best to tackle that in various ways, and I think it had an effect. It took some years. Whereas in about 1919 almost everybody out of preference put East Africa above West Africa, towards the end of the inter-war period, in the later twenties, we were getting quite a number of people to put Nigeria top; that was a definite swing. We had very largely dealt with the bogey. Now it has gone right back, and I do not know quite why: partly that we have lost the connection which I mentioned earlier, the snowball connection, where people wrote back home and said, "This is a good show and it is all nonsense about unhealthy conditions and so on," and partly because too many of the service people, particularly the Royal Navy saw what I call the slums of West Africa and did not see the interesting part up country, and therefore gave it a bad name. I have come across a lot of that. Anyway, there has been a very, very noticeable set against West Africa in the last two or three years. We are always getting people saying, "I will go to East Africa but I do not want to go to West Africa." I think it is largely moonshine but I think it is a recrudescence of the old bogey with no real foundation, and it will probably take some years to deal with it.

5699. Have you any means of conducting propaganda with officers who are already in the Service, because the case I have quoted is the case of a man who is out there, and he says that his friends say to

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him, "To come out here you are either cracked or inefficient." Do you do anything to encourage existing officers in the Service to do good propaganda for you?—Oh, yes. In peacetime we have done a lot and, as I mentioned, we hope to get back to a more intensive campaign when we can put into their hands the better terms. We are dealing with it also by doing our training courses in universities where there are potential nurseries of fresh recruits, and you get the serving officers affecting younger people, except where you have a cynical serving officer.

5700. You have to compete in the market with the commercial concerns. Have you yourself any knowledge of how much better the commercial concerns are than the Government Service?—I could not give you anything very much. I have one or two points. I have tried to find out where there were some absolute "fliers," whom I nearly got back into the administrative service after the war, chaps who had been Brigadiers at 27 and people like that, and they were very interested, and we thought we had got them until it came to giving them the official offer, the full terms, and quite a lot of them wrote back and said "I am awfully sorry. I am married" and so on. "I do not think I could go, although I should have loved to go." That is happening too often, and it is rather difficult to find out why, but I have been told that most of these people went to the Anglo-Iranian Company, and people like that, and got starting salaries nearer £1,000 than not, and were just that much better than we could offer them and they regretfully said "I must take it."

5701. About 25 per cent. better?—Roughly. We might have given him £500 or £600.

Mr. Yates.

5702. You mentioned Reading University and certain results or figures which went to show that there was not a very great desire for the Colonial Service. Does that apply to all the universities?—I could not say. I do not want to make too much of that. I happened to hear it this morning. We have put out this enquiry and we have not had time to analyse the results, but I gave that simply as an illustration. One place last year said that only two-fifths of their pupils wanted Government service of any kind.

5703. What steps do you take to bring before the universities the importance of that recruitment to the Colonial Service? What steps do you take?—We have been in touch for years with all the Appointments Boards. We have worked largely through them, and the universities like it. We also have contracts with individuals like professors in agricultural and forestry schools, in technical and medical schools.

5704. And they all go round to the universities, do they?—Periodically I send a man round to visit them, but lately it has been difficult because very few people have been on leave. I hope to revive it on a bigger scale and get picked officers who are on leave to go down and talk to them when they are in the last two years of their course, on the work of their department and so forth. We have had very close contact for twenty years or more with most of these places and we do try and make it a personal contact. But the advent of the war and the terrific pressure on our end just recently has made it more difficult to get away from here and go down and do these things. It has not been as good just recently as it was before, or than I should like to make it, but I have been sending my people round recently.

5705. I was wondering about the medical service. There is a very large number of vacancies there, and it rather struck me as a matter that would be of great interest to medical students to know more about?—We have been in touch with the Deans of Medical schools before the war. The medical business, I think, is a difficult one to be clear about, because I think (we have had the impression) that a great many doctors have been lying back right up to date waiting to see how the cat would jump about the new National Health Service. If it was a frost they might have come to us. If it was a success we meant to try and tie up with it. We have had discussions on that point with Sir Wilson Jameson and we have got a committee going into the possibility of tying up the colonial medical service with the new National Health Service as soon as it gets going, on a principle of lend-lease, which is a principle I very much want to develop on many sides of the Colonial Service. If we succeed—and Sir Wilson Jameson was very sympathetic and not at all unhelpful and he saw the value of it to his own service—I think it might well go a long way towards solving our troubles and also do a great deal of good in the way of interchange of experience and information. But the doctors have been lying back and they have been terribly shy of West Africa. It was a very bad headache before; it is not quite so bad now. You have to put your figure of 136 outstanding vacancies against the fact that we have recruited 455 since we started in 1945. It very much hangs on this new National Health Service.

Mr. Edward Davies.

5706. But there is a great disparity in the monetary payment which you offer for your long-term service and what a man is likely to get here. For example, though the figure may be arbitrary, we are told that in course of time a man may get £3,000 to £4,000 in a good practice in this country. It is hardly likely that a man is going out

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there for £600 odd, and expatriation payment, on a long-term contract?—The B.M.A. told us that very loudly and clearly.

5707. You referred to the lean period, but is not the difference which confronts you and which you mentioned should be resolved to some degree at least in 12 months, due to the greater competition you have got in this post-war period for all kinds of technical people in this country, that is to say, in the agricultural service and all the technical services?—I should say, broadly, that we are up against more competition and new forms of competition, and the fact that in many cases the people command better terms elsewhere, not necessarily than us, but than they could have done before the war. For instance, I am told that a young vet. can get a much better starting salary than he could before the war because the senior vets. are getting more contract work for the Government and can afford to pay him more, and so on. That is undoubtedly the case; I do not say it is so regarding medicine, because medicine went on turning out these people all through the war, but a lot of people have gone back to studying agriculture, forestry and so on, either who put off starting their training until they had done a bit of fighting, or who broke off training to go fighting and then came back. When talking about the lean years, it probably is not quite so true of medicine, which has been going on turning out all the time.

5708. Yes, the Sub-Committee appreciate that, but I think you are over-optimistic in hoping that it will be eased to a very considerable extent, in view of the demands which are incomparably greater than they were after the last war?—No. I would agree with you. I was thinking of mere supply. We have got increased competition, there is no question about it.

5709. About this difficulty on the long-term view, the contraction of the prospects in view of the dropping out into self-government, surely men are given some sort of security of tenure whatever happens? Surely the Government ought to accept some terms which include compensation to secure a man against that whatever the political situation may be?—There you have again gone outside my particular province.

5710. Well, it is very important?—I do not know whether Mr. Bryant can remember, but I think I am right in saying that first the point is that anybody in the service is the servant of his colonial government and not of us. He is paid by the colonial taxpayer and not by the home taxpayer. It is the colonial government who is responsible for him. I know that in the case of Palestine, and I hope it may have a good effect, they have been preparing and putting out what I believe are regarded as by no means ungenerous alternative terms to people; and I am rather looking forward

to the effect of that. What I am talking about is what people are thinking, and therefore what is affecting the minds of candidates when they make up their minds as to whether to come to us or not. They have not yet seen what does happen, but they are very much afraid of it. I think we should counteract it and I think that certain steps which are being taken will serve to counteract it.

5711. This may not be quite a fair question to you as an individual, but do you agree with the principle of attracting men into the service on the basis of making the colonial Government responsible for the salary, and the expatriation allowance as I understand the position, inasmuch as it is their objective to recruit native servants in the course of time, which has a bearing on the salary level which can be paid from the local Government?—Quite.

5712. Great difficulties are arising from the scaling up of expatriation payment, which, too, I understand, is the responsibility of the native Government. Every time this is brought up it is opposed by the local people. What do you think of the view that the home Government should be responsible for expatriation pay, which should provide against these extra responsibilities and difficulties?—I do not think my opinion is worth anything. Purely privately I should like to see them take it, but I do not think my opinion is worth anything.

5713. What are the arrangements for transferring men in the Service? For example, a man does not go out to West Africa if he has got to be out there for twenty years. Is there some kind of arrangement for a reasonably celerity in the kind of job he occupies and the place where he is posted? Does a man get a chance of a move to another colony?—There, again, you are off my wicket, but as far as I know, yes, with very definite limitations to the extent to which it actually happens in practice. In theory that is done and it has been a thing which I have advocated for a long time. I think it is important that the Service should be unified and that there should be a fluidity among the employees. But you do come up against a lot of practical difficulties in moving people, and in certain cases, say, a District Officer leaves behind a lot of his value when he goes from that job, in the way of knowledge of particular tribes and their customs and so forth, and his knowledge of their language and so on. But I am certainly very much in favour of it and always have been for twenty years or more; I am in favour of more transfers, particularly of technical staffs, getting people exchanged and making them feel that they belong to a big service. There is a department in the Colonial Office which does deal with that. I forget how soon in a man's career, but after a few

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years, he is allowed to state on his confidential report if he wants a transfer and, if so, where to. There is a clearing house which deals with those in relation to vacancies as they occur.

5714. Are you satisfied with the arrangements, if there are any, for compensating men in climates and in conditions which are worse than obtain generally elsewhere? Is there any kind of balance in this matter?—Yes, there is. Very often it is in the shape of allowances and so on, and better leave conditions, and sometimes in the salaries themselves being higher. I think the West African salaries are a bit higher than the East African salaries.

Mr. H. D. Hughes.

5715. I would like to follow up this lend-lease problem a little. Could you tell the Sub-Committee what is now being done to persuade the home Civil Service, the local education authorities, and so on, to release suitable people on short term secondment to the Colonial Service?—We have recently concluded negotiations with the Ministry of Education to circulate a note of any vacancies which would be filled by secondment of teachers from this country to them, the publicising of local education authorities and so on. That is the result of negotiations which we have been working on for some time and about which I have been very keen. The Ministry are co-operating with us and they are going to circularise these, and I hope it may lead to a certain amount of lease-lend. That is outside my province, but there is also lend-lease going on in regard to the research service. I personally mentioned it the other day to Sir Edward Appleton and asked him to do whatever he could in regard to the lend-lease of scientists to us, which he promised to look into; but of course you have to have a parent service which is prepared to spare some people, and at the moment they are all feeling a bit short themselves. We have been doing a good deal of contract appointment in the last two or three years, since recruitment opened up, and it is valuable up to a point, if only because it enables you sometimes to take a man who is a bit older than you can take on permanent terms. We have taken several hundreds and my impression has been, broadly, that you do not get very good quality on contract. Your best men go to permanent, but that does not apply to lend-lease necessarily, because the trouble with the contract service is: "What is going to happen to me at the end of my three years' service?" but in the case of lend-lease the man has the door open to him to return to his parent service, and in so far as he has had an interesting time, he is an ambassador back here in his particular branch of science or education, or whatever it is; counteracting what I think the honourable Member said about a man

who was only a fool if he went to the colonies, which has undoubtedly been the view in the past.

5716. But if you get that principle for doctors and you are hoping to get it for teachers, is it not capable of wider application to other branches of local government service? For example, technical men?—To a certain extent in the case of some welfare officers from local government and labour people possibly. We are on the lookout for them wherever we can find them; but you have certainly got to have a big parent service. It is most hopeful in medicine, education and science probably.

5717. One of the things which is holding it up in education is the feeling that the teachers will lose place on the promotion ladder, and although they will be reinstated and although their superannuation rights are covered, they will be worse off when they come back than when they went. It seems to me that you have got to overcome that fear?—There probably is that fear, and in many cases in the past it has been a bogey, because I think both headmasters and other people are inclined to think that their brothers who go to colonial jobs cannot be much good for anything else.

5718. On this question of the standards of personnel recruited, I think the Sub-Committee would certainly agree that you need enthusiasm and ability and so on, but I am wondering if actually better qualifications and age limits required are not really unduly limiting opportunities of recruitment? May I, for example, quote a piece of evidence on forestry. We had this point made to us. This is evidence by one of the senior forestry officers in Nigeria: "I believe that for the best development, pushing ahead and getting our reserve established, we could work with people without a forestry degree, common-sense people and people who are interested in surveying and who could get on with the natives and help us out in the demarcation of the estate. (Mr. H. D. Hughes.) You mean the same type of fellows who are now development officers?—Very much the same. (Chairman.) Have you any suggestions to make as to how you would recruit these people?—I know that the Chief wanted to get them from the Army a couple of years ago, but it just was not allowed." Now might it not be that in a period of great shortage of fully-trained university people you can get people of character, ability and drive with a lower level of paper qualifications, who would be very useful in the Colonial Service?—I suppose this is Collier's scheme which you are talking about? Collier talked to me about it when he was here last summer for the Empire Forestry Conference, and I have great sympathy with what he wants to do. I should not profess to give a final opinion on that, because it is a technical problem. I was talking to a practical forester with

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Major Sir RALPH FURSE, K.C.M.G., D.S.O.

[Continued.]

experience, and I got him and Collier together with a professor at Oxford who was an old Indian Forest Officer, and we did write back to Collier saying "Put up your scheme and get the Nigerian Government to bless it or not, and if you send it over in time we will see what we can make of it." The point is this—and I had to deal with all the forest services in the Empire rather intimately for a long time—nothing can be more dangerous, I should say, than an untrained forest officer. It is like a surgical operation, if you put a dresser in to do it. He will make a frightful mess of it, when you come to things like silviculture. The only trouble is that you very soon find out you have a wrong'un in medicine because the patient dies and there is a hullabaloo, but you do not in forestry until 20 or 30 years after. That means that I think we should be justified in the policy we have adopted on first-class technical advice, which is not merely academic, but it all comes from fellows who have been big foresters abroad—"Never take an unqualified man on a permanent job, because he can do a frightful lot of mischief." The minimum qualification is a full university forestry course at a university school which can teach properly. What I do say is this, that Collier has got the ball at his feet and an open goal, because the Nigerian Government are prepared to back him up. I said: If he can arrange a method by which we could get him what he wanted on contract, but not saddle the department for keeps with people who would not be fit to do the work that he wanted them to do afterwards, well and good. If it meant doing that—it is only a temporary phase—there is room for these people for a period. After that they would be a millstone round the department's neck. But I think we might be able to help him. I think it is up to the Nigerian Government to write to us next.

5719. But after this intervening period, if you had taken on a number of these people, you might be able to release them to complete their training and go back into the service fully qualified later?—That would be putting off the training very late. They are probably 26 or 27 now. If you put them out for ten years and they came back at 37 and you sent them up to Oxford for a few more years, I doubt if it would work; they would be too old. That is not a thing I would like to be dogmatic about. One would have to get the expert's view.

5720. The other point is regarding age limits. Do you feel, for example, that in a period where you cannot get sufficient young trained people, it is advisable to have an age limit which would restrict,

for example, somebody who had gone through his course in this country and had done ten or fifteen years in teaching or law, or whatever it might be, in this country, and then decided that he would like a change—should it not be possible for him to switch over to the Colonial Service at a later date?—First of all, those age limits refer only to people who want to go on on permanent pensionable terms. For those we have coked the ages up five years because of the war from the previous maximum. We have stepped the period five years upwards. People older than that can still have their chance on contract terms, but not on pensionable terms; or on lend-lease terms; or occasionally, if we are asked to get a specially good man, say the head of a college, we can take him. Those are the terms of the limit for men going in in the normal course. If you put them up you will run into all sorts of trouble in the way of seniority, because when a man is 40 and he finds himself under people younger than himself, you get all these troubles. Our age limits were worked out in the light of experience and in the light of very strong evidence and the wishes of the Colonial Governments. As I say, they are all five years up, but they only apply to people who are on permanent pensionable terms.

Mr. Norman Smith.

5721. Do you not think you rather overdo the university qualification business? Do you not think you make rather a fetish of it?—In what branch?

5722-23. Particularly in the administrative branch?—No. In the technical services you have got to have certain standards and we therefore insist on minimum professional qualifications which can only have been obtained at a University. In laying down these minimum qualifications we are guided by expert advice, normally that of the appropriate Professional Adviser to the Secretary of State. But as regards the Administrative Service, there is no rule debarring a candidate who has not been to a University from standing. In practice, however, in normal peacetime, and especially during the last ten years or so before the war, the University field was so strong that it tended to run away with about 98 per cent. of the places, which I personally think was rather a pity. But in this recent post-war period they have not done so. For example, an analysis of the first 566 candidates selected for permanent administrative appointments after the opening of post-war recruitment in June, 1945, shows that only 231 had been to a University.

Chairman.] We are very greatly obliged to you Sir Ralph Furse for what you have told us.

The witness withdrew.

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[Continued.]

Sir PERCIVAL WATERFIELD, C.B., First Civil Service Commissioner and Chairman of the Colonial Service Appointments Board, called in and examined.

Chairman.

5724. Sir Percival Waterfield, you are the First Civil Service Commissioner and you are also Chairman of the Colonial Service Appointments Board?—Yes.

5725. The only point we want to put to you is this. We understand that your part of the recruitment is separate from that which is dealt with by Sir Ralph Furse. Where do you begin and where does he leave off?—My part is a very humble one. Under normal conditions I am not only *de jure* Chairman of the Colonial Service Appointments Board, but I am also *de facto*, and I sit on the Board and interview all the candidates for appointment in the normal administrative services, the police, the customs and the audit service; but, except for quite a short period in 1943 when I did undertake those duties, I have been so fully occupied by my work with the home Civil Service and so on that I have had to delegate the Chairmanship to somebody else. Therefore, since 1945 my responsibilities as Chairman have been confined to seeing and approving all the Minutes and recommendations of the Board. I approve all those; they all pass through my hands before they go forward to the Secretary of State for final confirmation. So that my responsibility is really confined to raising a question of policy, which would only arise very rarely.

5726. Does that mean that when Sir Ralph Furse interviews these recruits it goes to your Board for approval?—Only with those branches that I have mentioned. Besides that, Sir Ralph is also responsible for recruiting for the professional and technical classes, the doctors, the education service, surveyors, agricultural people, forestry and half a dozen others, including engineers. The Minutes of recommendation in respect of all those come to me. I read them all and I forward them with my recommendation to the Secretary of State. So that to that extent my responsibility is very similar to my present *de jure* responsibility as Chairman of the Board. In fact in both respects I act as Chairman of the Board; in one I ought to be *de facto* Chairman; in the other I never take the responsibility of seeing the candidates; I deal with them merely on paper.

5727. I understand that Sir Ralph Furse is giving up his appointment?—Yes.

5728. Who succeeds him?—I am not concerned with that.

5729. That appointment will continue with somebody else holding it with the same terms of reference as Sir Ralph has held?—That is entirely a matter for the Colonial Secretary. I assume my responsibility as Chairman of the Colonial Service Appointments Board because that is a

matter between the Colonial Office and the Treasury. That arose through a recommendation of a committee presided over by Sir Warren Fisher in the thirties.

Wing Commander *Hulbert.*

5730. When you do not sit as Chairman, does one of the other Civil Service Commissioners sit?—No, the Chairman acts as my personal representative.

5731. Is he one of the Civil Service Commissioners?—No.

5732. Do you appoint him?—I recommend him to the Secretary of State for approval. It was Sir Maurice Holmes to begin with. Then we have had Sir Owen Morshead, and occasionally Air Commodore Benson.

5733. He is not your personal deputy, is he?—Yes, he is my personal deputy. He does represent me and the Commissioners, but he is actually approved by the Secretary of State.

Mr. Yates

5734. You are responsible for the administrative appointments, are you?—For the Colonial Service, yes.

5735. There are a large number of vacancies in that service?—Yes, there are.

5736. There would be a larger number in that service than under any other heading?—May I just explain that I am not responsible for numbers. I am merely responsible for the qualifications of the individual candidate submitted. I am not in any way responsible for the number whom the Secretary of State wishes to appoint.

5737. But I am speaking of the vacancies.—I am not responsible for the number of vacancies to be filled.

Chairman.

5738. You are responsible for quality?—Yes, I am responsible for quality only.

Mr. Yates.

5739. Do you interview candidates for administrative posts?—No. I should normally, if I were not so fully occupied with my work in the home service, but as it is I do not see them.

5740. Sir Ralph Furse does not interview the administrative people, does he?—As I understand, the procedure is that every candidate for the administrative service is interviewed by at least two members of Sir Ralph Furse's department, and whether it is Sir Ralph himself or not would be a matter for Sir Ralph Furse.

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SIR PERCIVAL WATERFIELD, C.B.

[Continued.]

5741. It is only these four categories that come to you for approval?—No, all the others come to me for approval as well, but the difference is that I ought to be able to spare time to see these four special categories of personnel, whereas I am never expected to see the technical people. That is the difference.

5742. What I was concerned about was this. What, in your opinion, was the chief difficulty about the qualifications necessary for administrative posts? What did you feel to be the great difficulty there?—Of course, the difficulty is finding an adequate number of people with the right qualifications, and I must confess, Mr. Chairman, that I am really astonished that so many people are willing to put up with the hardships and the family difficulties, with questions of superannuation and travelling expenses and so forth, involved in life in the colonies for the salaries which are offered now. I am constantly astonished that so many really good men offer themselves. 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.

Mr. Norman Smith.

5743. You are Chairman of the Colonial Service Appointments Board?—Yes.

5744. And you have told us that you are responsible for quality in the appointees?—Yes.

5745. Does that mean that you have a hand in fixing these conditions defined in this book, for example age limit? Are you one of the people responsible for determining the nature of those?—No. I was consulted, but rather informally, when the conditions were laid down. I was not actually responsible for them, and all I could do was to give advice.

5746. Would it embarrass you if we asked you questions about the merits or demerits of one or two of these conditions?—Not embarrass, but I may not be able to answer the questions.

5747. Take the age limit: why 20 and a half? Why not 18 and a half or 17 and a half?—The answer to that is that 20 and a half is intended as the lowest age at which a candidate can be expected to enter the Service after taking his degree.

5748. A degree is very nearly a *sine qua non*?—Yes.

5749. Would you agree that the Colonial Office really attach far too much importance to this business of a university degree?—No, I would not. I think it is most important that these candidates should have university education.

5750. On what do you base that opinion?—On the general grounds, that a university education does fit a man better than any other form of experience at that age

for doing the kind of work which we call administration, which means the handling of general principles.

5751. As distinct from technical?—As distinct from technical, or specialised duties which can be done without that extra appreciation of principles which is acquired by a university education.

5752. We were told by Sir Ralph Furse just now that in the business of appointing people to the Colonial Service they had, to some extent, reduced the level of qualifications in the case of technical appointments. They do not like to do it but they have done it. Would you not agree that if you can reduce the level in regard to technical appointments, it is easier to reduce it in regard to administrative appointments?—I think it is a question of supply and demand. I can quite understand that on the technical side it has had to be reduced, because in fact, as we know from various reports, such as the Barlow Committee Report, the supply of technically qualified persons is inadequate for the total demand in this country and its dependencies. In the administrative services the standard was in fact reduced for the reconstruction period, when we were filling up the gaps caused by the interruption of the war, and a great many candidates were accepted who had not been through a university at all. We all regarded it as quite obvious that we could not insist that every ex-service officer should go back to the university and spend another three years there.

5753. May we take it that your desire is to get back to the January, 1939 standard, in which we are told that nearly all of them had been in possession of a university degree, usually with honours?—Yes.

5754. Would it surprise you, on the general question of having or not having a degree, that only a tiny proportion of administrative work in a very important and big industry like the newspaper industry is in fact done by people with degrees?—No, not at all; it would not surprise me at all.

5755. It would not surprise you at all?—It would not surprise me at all.

Mr. Norman Smith.] Has it ever occurred to you that there might be a very big reservoir of potential recruits for the Colonial Service of a very suitable character among boys leaving secondary schools aged about 17½ or 18, up to the Matriculation standard; and do you not think that you are doing the country a disservice by insisting so rigorously on this university degree fetish?

Chairman.

5756. I think that is rather perhaps an unfair question to put to the witness, because he has to carry out the regulations which are laid down by the Treasury?—I would be very glad to try and answer it.

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Sir PERCIVAL WATERFIELD, C.B.

[Continued.]

5757. Yes?—I feel very strongly on this. I think a case might be made out of that kind if the opportunities of entering universities were limited, but now that practically every intelligent and ambitious youngster can enter a university with public assistance, I do not think there is any case for saying that we are restricting anyone from entering the Colonial Service by insisting on a university education. There is the opportunity for all these ambitious young men to go on from school to a university.

Mr. Norman Smith.

5758. You do not think you are overstating that case?—No.

5759. Have you ever considered this alternative: supposing you do take these young fellows aged 17½ or so up to the Matric standard, and supposing it is possible for them to have a three or four year course in administration generally on the spot, in the field, somewhere or other in one of the colonies, does it not seem to you that the experience they would gain by such a course would far and away outweigh any advantages to be derived from the university curriculum in England?—No, because I do not believe that there is any substitute for a university education of the best kind. I do not think that that kind of technical education course *ad hoc* is any substitute for the training of the mind which is given by the university education.

5760. Do you happen to know whether the French and Belgian Colonial Services have this same insistence on the university antecedent training?—I am sorry to say that I do not.

5761. Nor could you say whether private firms working in Africa insist on it?—If you take Unilevers, which is the biggest firm in Africa, Unilevers have for ten years at least, and I think more, regularly recruited at least ten candidates with the highest university qualifications from the University Appointments Boards.

5762. About how many of their highest appointments? Would the number run into hundreds?—I could not answer that.

Mr. Norman Smith.] There was one other phase. Sir Ralph Furse told us that one result of the events in India and Burma is an entire lack of confidence in the Colonial Service generally. He likened the thing to an escalator with India and Burma at the top. Would you agree that all West Africa is a very long way down it and East Africa a longer way down still?

Chairman.

5763. I think you are asking the witness a difficult question?—It is a difficult question. I have had quite a number of candidates for the home service who have said the same thing as Mr. Norman Smith

has suggested, when I have questioned them as to why they should not go from India into the Colonial Service. So I think that is probably accurate. But I think what I said just now about the eagerness of young men generally to enter the Colonial Service is also true. It is confined mostly to the men who have come out of the Indian Civil Service and who are not so willing to risk another change of Government.

Mr. Norman Smith.

5764. Nigeria is a very very long way away from self-government?—As far as I can judge as an individual citizen, I would agree.

5765. And, therefore, if the highly placed individual in Nigeria says "This is not too good, because it will be our turn next", would you agree that that highly placed individual's opinion was not an intelligent opinion, even though he was a university man?—In this free country people are entitled to their own opinions.

Wing Commander Hubert.

5766. If you are informed that there is a great shortage in certain categories of people who are required for the Colonial Service, have you any discretion to reduce the standard?—Yes, but subject to certain principles which I regard as very important.

5767. Which you personally regard or which your Director regards?—No, because as First Civil Service Commissioner I have a right to express my own opinion and to say that this is what ought to be done. I cannot dictate to the Colonial Office. I can only say that as First Civil Service Commissioner I think this would be improper. I should say that the standard could only be reduced with a continuing competition, such as we have had since 1945 for the Colonial Administrative Service, in this way. The mark for success hitherto has been 250 out of 300. If now Sir Ralph Furse were to say: "In order to get as many candidates as we need I want to reduce it to 245", I should say "I can only agree if you apply it to all of them from the beginning; otherwise you are not treating them on an equal basis."

Chairman.

5768. I have one question to ask you. We may be sending you a paper in regard to certain matters concerning the Colonial Service, notably in regard to terms and conditions of service. It is your fixed opinion, is it, that the sooner the conditions and terms which are recommended by these various commissions which have been enquiring into the salaries and so on are acted upon, the better?—Yes, I should say that.

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Sir PERCIVAL WATERFIELD, C.B.

[Continued.]

5769. It has been suggested to us that if there was something in the nature of a staff college for the Colonial Service it would bring people together and be able to fix standards which now cannot be fixed because they never have a chance of a

refresher course. If we sent you a note on that proposal, would you be able to comment on it from your angle?—Certainly.

Chairman.] Thank you very much. We are very much obliged to you.

The witness withdrew.

Adjourned till Wednesday, 26th May.

WEDNESDAY, 26TH MAY, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. Edward Davies.
Mr. H. D. Hughes.
Wing Commander Hulbert.

Captain Sir Peter Macdonald.
Mr. Parkin.
Mr. Willis.

Mr. K. W. BLACKBURNE., C.M.G., O.B.E., Director of Information Services, Colonial Office, called in and examined.

Mr. G. BRYANT, Liaison Office, Colonial Office, was in attendance.

Chairman.

5770. Mr. Blackburne, I understand you are the Director of Information Services for all the colonies—Yes, Sir.

5771. The Sub-Committee would like you to give them your views on the general position. We have been given your paper, dated 23rd March, 1948.*?—Yes.

5772. We have had the advantage of going to one colony, and there we were able to follow up with evidence from Public Relations Officers and others the work that they are doing. Would you like to give the Sub-Committee a general statement about your work now?—I would be very grateful for the opportunity of explaining to the Sub-Committee what we are trying to do. We have got four objects. The first object is to try and interest the British public in colonial affairs, to make them a great deal more interested than they have been in the past in the fact that there are colonies, and that the British public indirectly are responsible for their wellbeing and development. In the ultimate resort most of the colonies do want financial help, and we feel that if they are going to get that financial help we have to make the voter in this country think a great deal more about colonial affairs than he has done. I would like to draw a distinction between our work and the work of an ordinary public relations department

in any other Government Department in this country. We are not trying to explain to the British public the work and policy of the Colonial Office; we have not got nearly as far as that yet. We have to do the far more fundamental work of making the British public take an interest in colonial affairs, so we are not in any sense publicity agents for the Colonial Office. Publicity is one of our most valuable weapons, but we do not have to explain to the British public what the Colonial Office is doing nearly as much as, say, the Ministry of Food does. Our second object is to try and make the colonial peoples very much more "British conscious."

5773. What do you mean by that exactly?—I mean, to make them look to Britons as being their friends and to make them finally want to remain within the British Commonwealth. All the colonial territories are being worked up very fast towards self-government and towards independence, independence within the British Commonwealth. But, in fact, when a country does get up to self-government, suppose it wanted to leave the British Commonwealth, it would be extremely difficult to stop it from doing so, having regard to world opinion. We aim to try and make people behave like Ceylon and stay with us voluntarily and to do that we want to make people look to Britons as their brothers. Those are our two first objects. Our third object is to try and explain British colonial policy to foreign countries.

* See Appendix 12 to the Report.

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Mr. K. W. BLACKBURNE, C.M.G., O.B.E.

[Continued.]

We are very vulnerable in international gatherings simply because we have colonies. Some people attack us because they would attack us anyhow. Others attack us because we are alleged to have downtrodden the colonial peoples. Others are inclined to sneer at us internationally simply because they do not know the facts about the colonies. So we try, thirdly, to get across to foreign countries what we are trying to do in the colonies. Our fourth object is to help the colonial information departments to develop themselves: first of all, to try and get colonial governments, both Governors and Chief Secretaries, and also local legislators to believe in the value of information work so that they will vote money for the information departments; secondly, having got the information departments there, to advise them and help them as much as we can to set up what we believe to be the right sort of services. Broadcasting is one of the most fundamental things we have to tackle. I could give the Sub-Committee a few words under each of those headings?

5774. If you please?—First of all, under the first heading which is trying to make the British public take more interest in the colonies, our main targets are the schools in this country, because we are looking all the time to the future. We have set on foot what we call a basic programme of booklets, of films, of picture sets, and of film strips, which the Central Office of Information are producing on our behalf, putting out in as simple a way as we can the story of the colonies. The publications take the form of a booklet which was produced during the war, which you may have seen, called "Introducing West Africa." That has been revised and is now being reprinted. That is the first one in our new programme. It is to be followed by one in exactly the same form, introducing the colonies as a whole. Then there will be a series of other books introducing each region in turn. The preparation of four of those books is now in hand. The film programme is based on exactly the same idea. We are trying to produce films to introduce each region in turn. We have already got Malaya covered by "Voices of Malaya," which has got a commercial showing in this country. Then we have "North and South of the Niger," and films about the Gold Coast. We now hope to make a film introducing the West Indies and one introducing East Africa. We have written out the sort of form that we think the films will take and the technicians are now getting down to their work. We have also one supplementary film which is more of international interest, and that is a film on community education in Nigeria. The Sub-Committee probably saw the work of Mr. Chadwick at Udi, and the film is based on that work. We have had an investigation carried out by an expert film

man who has written a most enthusiastic report on the potential value of that work for a film, and he is now working on a detailed treatment.

5775. That is going to be done?—Those are all now in various stages of production. Under the picture set programme we have taken precisely the same idea. We are first of all introducing the colonies as a whole. I have here a set of pictures, but I might explain that these are incomplete. (*A set of photographs was handed to the Sub-Committee.*) Those are only the photographic material. The set when complete consists of a photograph like that with a little story printed underneath, with a theme running through anything from 12 to 24 pictures. Those ones have not yet got the story attached. They will be ready in a fortnight's time, I hope. Then again introducing each region, East Africa, West Africa, the West Indies and the Far East. We are interposing those with a series called "The Battle against Disease," "The Battle against Ignorance," which is in the education field, and "The Battle against Poverty," and so on. Those are coming out from now on at the rate of one per month. They are produced by the Central Office of Information for us.

5776. You mean one region a month?—One picture set a month covering either a region or a specific subject.

Mr. H. D. Hughes.

5777. How many sets are there?—There will be 12 during the course of the next year.

5778. How many copies of each will there be?—I do not know exactly how many copies there will be for the first one. The later ones will depend entirely on the demand. They are being advertised in schools and are being put on sale by the Stationery Office. Secondly we have a lecture service programme which is only just again starting. There are three lecture organisations in this country which take an interest in the colonies, the Central Office of Information, the Royal Empire Society, and the Imperial Institute. We have arranged with all those three bodies that we shall supply them once a week with lists of colonial officers and other visitors from the colonies who come to this country who have volunteered to give lectures while they are at home, and I hope, by that means, that we are going to get, instead of a matter of 10 or 12 lectures a month in this country, something like 100 lectures a month in this country. Thirdly, and possibly the most basic of all the work we are doing for schools, we have produced a catalogue of all the forms of information which are available in this country at the present time about the colonies. I have here a very uncorrected copy of the first draft of it. It consists of an Introduction saying why people in this country

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Mr. K. W. BLACKBURNE, C.M.G., O.B.E.

[Continued.]

ought to know something about the colonies, and a very brief two page description of what the colonies are, their names, populations and so on; and then various chapters telling people how they can get a lecturer if they want one, how they can borrow films, how long they run, what size they are; similarly with regard to film strips, lantern slides and picture sets, and with various other pictorial things such as maps, etc.; then there is a list of the publications we are producing, this West African series and the other little booklets which are being produced by Longmans in collaboration with us; and finally a chapter saying that in spite of all this material, the best way is to meet people from the colonies, and it gives a list of some 100 addresses in this country where people can get in touch with colonial students and can invite them to tea or to lunch, to get them into a British home. That catalogue is going to be distributed free to every single State-aided school in this country, and it is also going to be our main "sales talk" object for going round to organisations like W.E.A., the Women's Institutes, the Boy Scouts and so on. I hope that when we get that catalogue really well distributed throughout this country, all the various materials and means of information about the colonies that we are producing will for the first time really be extensively used.

Chairman.

5779. You said "every school"?—Yes.

5780. Does that include all schools? Do you send it out through the Education Committees of the County Councils?—Yes, through the local education authorities.

5781. And other schools can have it if they want it, can they?—They will have to pay for it.

5782. What will they have to pay for it?—The Stationery Office have not fixed the price of it, but I hope it will be about one shilling.

5783. Per set?—These picture sets are nine shillings a set.

5784. Will the catalogue include information like that?—Yes.

5785. And maps?—Yes.

5786. How far do you work with the Director of Recruiting in this work, as regards information for schools and colleges and so on?—What I hope we will be able to do with our new lecture service is this: we hope to do two things, firstly, where there are schools which are likely to provide a fairly substantial number of recruits for the colonial service, we will arrange to inject into our speakers' panels people who will talk specifically about recruiting. Secondly,

I am hoping that we shall be able to circulate to a lot of our other lecturers a very brief note about careers in the colonial service, and also, possibly, if we can get free copies, to supply those lecturers with copies of Sir Ralph Furse's recruitment memoranda, so that they can have the actual documentation.

5787. One of the things which this Sub-Committee feels is that there is a tremendous shortage of technical people, engineers, veterinary people, doctors and so on, and if some of these photographs could be linked up with the idea that they themselves could make a contribution, where the British could play some part in the thing, we feel it would be better. These photographs do not show anything very much that is being done in those technical fields?—No, Sir. These give a false impression without the captions. I am sorry that I have not the captions here. If they are put on the wall with the captions they do present one complete picture of life and conditions in the colonies, as much as one can do in 24 pictures.

Mr. Parkin.

5788. It is what is written on the back?—No, it is not what is written on the back. Those are the general captions, if they are used individually. Perhaps I might pass round an old picture set, which gives an idea of what the picture set is like. (*The same was handed to the Sub-Committee.*)

5789. The point you are making, I think, will be covered in the series "The Battle against Disease," which will show the part which the doctors in this country are playing in curing disease. I mean, the interchange of teachers: is that being taken care of?—It is one of the many frustrations which one has to put up with. For over a year we have been endeavouring to arrange a summer school for West African teachers in this country and a summer school for English teachers in West Africa simultaneously. We have been working with Sir Martin Roseveare of the Ministry of Education over that, the idea being that we were to charter a plane to bring the English teachers out to West Africa and to bring the West African teachers back here, and so cut the costs. Unfortunately, despite an approach to the Ministry of Civil Aviation, we have not yet got the plane nor the money; and the Gold Coast disturbances is another matter which is going to knock that out, because they were going to be based there. However, we want to do that when things improve.

Chairman.

5790. But you could send them out by sea, could you not?—Well, there is the time factor.

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5791. One of the things the Sub-Committee would like to know about from you is what you propose to do in that sort of way to encourage people for all these special services, because in this memorandum there is no mention whatever of the urgent need for encouraging people to go out there and make it their life. I take it that you are going to do that?—We are, in the ways which I have mentioned. We do feel—with, I am afraid, every justification—that to do anything like that on a large scale, we have first of all to get the British public to take a much greater interest in the existence of the colonies than they have done in the past. Our common experience is that when you say you have just come home from Nigeria, for instance, nobody has the vaguest idea where Nigeria is.

5792. What about the National Union of Teachers? Are you discussing it with them as to the best way in which it can be put over?—We are not, no.

5793. Would it not be helpful to do so?—I think it might well be, yes.

5794. Because previously I think some of the teachers felt that they would like to have the photographs and themselves teach the children with those photographs?—Yes.

Mr. H. D. Hughes.

5795. There is in fact an organisation called the National Council for Visual Aids, which comprises teachers' representatives, local education authorities and so on. What contact have you got with them?—We have very close contact with them. They know precisely what we are doing, and we have their advice on films and so on.

Chairman.

5796. You have talked about educating the people at home and in the foreign countries. Are you taking any steps to send information to the Dominions?—Yes, Sir. I am afraid I included Commonwealth countries in "foreign countries."

5797. It is a very different thing?—It is a very different thing.

5798. They would be very insulted if they were given a foreign service?—Yes.

5799. They ought to be given a special edition of the thing. That deals with number one. Now will you deal with number two?—Regarding number one, I would like to add this, that we are taking care, as far as we can, of the general public as well as the schools. First of all, regarding the Press, there is the usual business of getting the weekly, the daily and the monthly Press in this country to take an interest in colonial affairs. That is done by my News Branch. Secondly, we are encouraging commercial film producers as much as possible to make films

about the colonies; and I think the Sub-Committee saw the film "Challenge in Nigeria" this afternoon, with which we have been closely associated. Thirdly, we have close contact with the B.B.C. and endeavour to supply as much colonial material as we can in the form of speakers' scripts and so on. The second heading was trying to make the colonial peoples "British minded." We have got four main ways of doing that. The first one is by supplying them with material, which they use in their information centres, their welfare centres, their reading rooms and so on. We have had produced for us by the Central Office of Information, two items. The first is a periodical which is produced in collaboration by the Central Office of Information and ourselves. The object of that is to tell the colonies what is going on in other colonies. There are also various pictorial features in it, and the aim is to tell the colonies what is going on in this country, particularly to show that the people in this country are doing an honest job of work and that there are good craftsmen and so on in this country. The second item is a film called "British News," which goes out once a week to the colonies, and which is compiled from the seven newsreels which are produced commercially in this country. My people see them every week, and extracts are all put into one newsreel and they are shown in the colonies in cinemas and cinema vans. That is done to "project," if I may use that word, Britain to the colonies. Thirdly, we send out a good deal of picture material about events in this country, particularly pictures of the Royal Family, which we find are quite the best-sellers anywhere in the Empire. We also send books, film strips and various other things, all about life in this country. The second main thing we do for projecting Britain to the colonies is by getting people from the colonies to come home and see things for themselves. We have just had a visit by seven Malayan journalists for that purpose. They went on a trip for six weeks all round English industries and so on and I think the trip was most valuable. They will go back and put in their newspapers a very different picture. Thirdly, we work in close collaboration with the British Council, which has precisely the same aim and object as we have, but it is limited to doing its work in the cultural sphere. Recently my department has taken over the responsibility in the Colonial Office for looking after British Council affairs, and we make quite sure that we do not overlap with them in any way. We work in close collaboration with the Welfare Department in the Colonial Office, because probably the most important way of projecting Britain to the colonies is to try and influence the colonial students in this country, who are the future leaders of opinion in the colonies, and who unfortunately very often get into very bad hands and get into very bad ways

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when they come to this country. We are planning to extend our lecture service to cover the various colonial students' hostels and so on, and try and get a less wangled idea of what is going on in the colonies. There are various other small ways in which we do this; we send out a lot of films to the colonies, and once a week my people get together a little gang of students from one colony or another to go and see the films with them and advise them whether such and such a film is the sort of film which will be understandable in their part of the world. I am also hoping that we shall be able to arrange to use colonial students in our organised colonial lecture service. That is rather a ticklish matter, because we cannot sponsor somebody who is only going to abuse the British Government. Those, briefly, are the ways in which we endeavour to project Britain to the colonies. I should add that the B.B.C. Overseas Service does an enormous amount, too.

5800. On this question of students' hostels, are you closely in touch with the Welfare Department of the Colonial Office over that?—That is entirely their concern.

5801. But I thought they were responsible for the hostels?—They are, yes.

5802. But you say you want to get in touch with the students?—Yes.

5803. So you do it with the Welfare Department?—We arrange with the Welfare Department that lecturers found and selected by us will go and talk to the students in the Welfare Department hostels.

5804. But I understood that the idea was to develop these hostels rather more fully than they are now and to have people from different colonies all mixed up together. They do want attention in the way of literature. Do you send them there?—We do not.

5805. Is that not rather a pity?—Yes, I think perhaps it is a thing which could be followed up.

5806. I have been in one or two of them and they are terribly dull, and it gives them a very bad impression of what we are doing, and if you are anxious to press on with your work, surely that would be a good medium?—I think it would.

5807. For instance, you could give them proper writing rooms and writing paper. They had nothing except an old penny ink-pot and a very bad pen and a destroyed bit of blotting paper when I went there. I think there should be a little more attention to that kind of thing?—We could do that sort of thing if we got the money.

5808. Are you very tight for money?—On the whole, so far, everyone has been extremely good to me, but we have started a great many new things during the last year.

5809. I know you have, but you will be able to say which you want to spend the money on and which you want to drop. Are they all equally important?—I am economising a great deal on material we are sending out to the colonies.

5810. In the Estimates, your Estimate is distinct from the British Council Estimate?—Yes.

5811. This is a Sub-Committee of the Estimates Committee, and we want to know how far there is any duplication of that expenditure?—There is no duplication of the expenditure at all. There was a small amount of duplication, because the British Council was being operated under a separate department of the Colonial Office, and there is still a limited amount. For example, the British Council do send out periodicals to quite a considerable extent to the colonies, and so do we. We want to make sure that we do not send out the same periodicals as they are sending out.

5812. Surely it is easy to get a clearing house to eliminate those risks?—It is perfectly easy, and we are doing it now.

5813. It has not been done up to now, has it?—No.

5814. It is quite obvious that you can do much better if you work together?—Yes.

5815. Now will you deal with your third point?—The third one is the presentation of British colonial policy and achievement to foreign countries and to Commonwealth countries, and there we have to depend entirely on the information services of the Foreign Office and the Commonwealth Relations Office. We have no agents in those countries, apart from the British Colonial Attaché in Washington. What we do is that when we produce our publicity material, our picture sets and books and so on, we keep in the back of our minds that there is an important secondary use for that material outside this country. For example, "Introducing West Africa" was extremely valuable in the United States, and it had a very extensive circulation there.

5816. It obviously would, with the negroes there.—All that we can do is to try and produce stuff which the Foreign Office and the Commonwealth Relations Office will use. That is, books, films, picture sets and ordinary photographs. To supplement that a special effort has been made in the United States, where British Information Services in New York has produced a certain number of its own publications designed expressly for the American market. I have one here. (*The same was handed in to the Sub-Committee.*) Very often our style of writing in this country is not the sort of thing which appeals to American audiences, and British Information Services has produced some of its own stuff, and very good stuff it is.

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5817. You have not mentioned the British Council in foreign countries?—The British Council in foreign countries is concerned with projecting Britain in the cultural sphere to foreign countries, and there is little it can do to help us.

5818. I should have thought that where you have the British Council functioning, that would be a very good centre through which you could issue your information, because after all it is all part and parcel of the British set-up.—Yes, Sir. I think up to now this has been a matter for the Foreign Office, but wherever there is a British Council representative there also will you find a Foreign Office Information Officer, and up to now we have used the Foreign Office Information Officer.

5819. I went to one British Council office in Germany and they had no information whatever about the British colonies, and they were very anxious to have it. A certain number of C.C.G. officers were considering whether they would transfer to development work in the colonial service. At the same time I think it would be of interest to use that? After all, you have the machinery there?—Again, it is a matter for the Foreign Office and not for me.

5820. You cannot approach the British Council direct?—Not on a matter affecting their work in foreign countries. I am solely concerned with their work in the colonies.

5821. But even in regard to what you are doing in foreign countries, you would not be able to consult with them?—No, Sir, because they are working in foreign countries as agents of the Foreign Office, and the people for me to consult are the Foreign Office. Otherwise, you get the same risk of duplication. If I started sending "Introducing West Africa" to the British Council in Berlin, the Foreign Office might have sent a few thousand copies of it themselves.

5822. But if you have contact between yourselves and the Foreign Office, it is not very difficult to get together once a month, is it?—No.

5823. You were telling us about the foreign side, I think?—Yes, Sir. Also we are supplying very intermittently, because I do not think the Foreign and Commonwealth Relations Offices have much money for lecturers to go to the Commonwealth or to foreign countries. We have this year, I think, only one lecturer going to America and only one going to Canada, which is very poor.

5824. Do you employ retired officials of the colonial service?—We might employ almost anybody. It might be an M.P.; it might be somebody from the colonial service; it might be a professor who has made a special study of the subject, like Miss Margery Perham, who has done some

speaking for us in the United States. We are just trying to set on foot another very small project for Australia and New Zealand particularly. A great many of our officers in Malaya and Fiji come from Australia and New Zealand or go there for their leave, and at the moment there is no link between them and the U.K. Information Officers when they go. We are trying to establish links so that when an officer goes on leave from Fiji to New Zealand he can give talks in New Zealand on life in Fiji. I think that covers our main work in this field.

5825. Do you work through the High Commissioners?—Through the Information Officers of the Commonwealth Relations Office. They are attached to the High Commissioners.

5826. Do you want any help over that?—I do not think so. We are such a new organisation. All our stuff is dreams for the future. This picture set which I have circulated is the first of the projects we have on paper, and we have so little to offer them. We shall have to wait until we have our goods in the shop window, to see if they will use them.

5827. Then will you deal with your last point?—My last point is helping the colonial governments to set up their own information services. The first point is to try and convince the people in the colonies that information services are desirable. We believe that they are desirable and we believe that they are even more desirable than they are in this country. We have sent out various circulars to the colonies and have now prepared and will have published before long a final circular which we hope will convey the need for information services to the Colonies, varying in condition from those where the representatives of the legislature are free to control their own affairs, to those where the Governor's say is more or less what goes. We are also discussing the subject of information services at the African Conference in September, when again we are going to have a debate with the legislators coming home from the African colonies on the importance of the information services. The second and probably the major line that we have been on, and on which we have had most disappointment, is broadcasting. We have arranged during the course of the last three years for the B.B.C. to investigate and draw up plans for broadcasting development in the Caribbeans, to have a regional station covering the whole area; in East Africa, again a regional station; and in Central Africa, consisting of Northern Rhodesia, Nyasaland and Southern Rhodesia; and we have arranged for other investigations in Cyprus, which have been completed, and we have been keeping in touch with the government of Nigeria and have offered to send them out a B.B.C.

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engineer as soon as they are ready. The plans for the Caribbean station have been ready for two years. The plans for the East African Station have been ready for one year, but we have not moved one inch forward because we have not got the money.

5828. The paper which you gave us in March set out very fully the whole position in regard to broadcasting, and you give on one page a list of all the colonies and the type of broadcasting that they have?—Yes.

5829. And you say that it is one thing to send out, but the real problem is how you are going to receive. It is easy to talk about a regional transmitting station, but what matters is, providing the receiving sets?—Yes.

5830. You have mentioned various means, and one of them is the radio diffusion service?—Yes.

5831. That is only useful in congested areas, and in Nigeria we have heard how it is working. What you also want is something for the bush country?—Yes.

5832. Is that little set *there* what you are proposing to issue?—This is the first model of a battery-operated set which has been produced by a firm going by the name of Sargrove in this country. It is made in a very patent form; it has no wires. It is made by taking a sheet of ebonite, one man puts it in the machine, the machine automatically drills grooves and holes in it and it goes a little further on and the whole sheet is then sprayed with liquid metal, which hardens; it goes a little further and all the top surface is then scraped clean again, leaving the metal in the grooves. In that way they build a set without any components at all except valves.

5833. The output is 500,000 in six months, is it not?—I do not know. This is the first model we have yet got. The coil, for example, is this coily thing you have here, which is put on by an automatic machine. We have had for some few months now specimens of mains operated sets and we have sent them out to all the colonies with medium wave stations for testing, and we are now awaiting the receipt of reports from them. We have also been in touch with a number of other manufacturers. There is another one coming in this afternoon with a prototype to show to us. We have said that we must have some form of set which is operable without mains current. This one I have here is saleable at a price of £3. 10s. f.o.b. here. I understand that it will probably cost about £5 in the colonies.

Chairman.] That is much too high a price.

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Wing Commander Halbert.

5834. Is that with the battery?—Yes.

Chairman.

5835. It is not much use unless you can get the price down to 30s?—On the other hand, it is 50 per cent. nearer the price than anything we have had before.

5836. The Americans now have such overproduction that they are selling five-valve sets for £4, whereas our model is costing about £15?—Yes, Sir. On the other hand, I believe that we at the moment have no real inducement to offer any manufacturer in this country. We have got to develop receiving progress parallel with transmitting progress. Until we can say "We are definitely going ahead with a big plan for broadcasting development in the colonies," the manufacturers will not play in a big way, and we have got to make them play in a big way.

5837. On that, you agree that the recommendations of the Committee on Broadcasting Services in the Colonies in 1936 which are quoted in your paper will hold good and should be pressed?—Yes.

5838. And you set out what the cost is going to be for these main transmitting stations and also the local ones. The statement of broadcasting policy in November, 1945 says "In the colonies the primary use of broadcasting is educational, and we believe that wireless can make an enormous contribution. To achieve this the facilities for broadcasting must be greatly increased, and we make recommendations"?—Yes, Sir.

5839. Have you anything you would like to add to that in regard to the importance, for instance, of paragraph 6, where it talks about receivers? You say that there are no receivers within their means on the market?—Yes.

5840. You do not mention this modern form of crystal set which does not require a battery. That is very much cheaper than anything else. The only drawback is that you have to have headphones. But there is no maintenance; the cost of maintenance would work out at an enormous sum unless you can devise something in that direction. You do not mention the encouragement of crystal sets for the colonies. Have your broadcasting people considered that?—They have considered it. I was trying to see if I had the facts here with regard to that. I am told by the experts that a crystal set is no good in tropical conditions, but I cannot tell you why.

5841. I think a crystal set is all right in tropical conditions providing you have sufficient transmission power. The trouble about the dampness is that those batteries would all go, too?—Yes, up to a point. We of course are also working with the Radio Industries Council in order to try

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to get some better form of battery designed.

5842. Have you been in touch with Mr. Gill, head of the Post Office Research Department?—Yes.

5843. Cannot you ask them to go into the matter?—I feel sure that it has been done.

5844. You have not asked them specifically recently about it?—I do not know.

5845. The point is that we do want to help you over this, but we see your difficulties. The two difficulties are, the cost of the receiving set to the Africans or to any other colonial people, and it is our business to try to devise something within their means?—Yes.

5846. Some people who can afford a big set can get the B.B.C. direct, but if you are thinking of schools and those sort of people, I think it would be a very good idea if you could give us a very short paper on that, bringing this memorandum up to date, because I attach enormous importance to carrying out that Cabinet recommendation. And so do you, I believe?—Very much.

5847. I want you to consider what is the effect of F.M. on this, because it will be an expenditure of £5 million for the schools scheme?—Yes.

5848. Now I think that you must ask your people to consider whether this new system that they call frequency modulation will have any effect on this question. It is having a tremendous effect in the United States and it is very important that you should not make a mistake now by putting in the wrong sort of receivers. You have no receivers now which are of any use for that?—No.

5849. It may be that we can take advantage of the new method of broadcasting, which is cheaper and easier, provided you have the proper transmitting stations. What does matter is that the regional transmission stations should be proceeded with?—In East Africa and in the West Indies.

5850. And in West Africa?—I think not, probably. I think that Nigeria has quite enough area and quite enough population and quite enough diversity to make it difficult enough to cover Nigeria alone with one transmitter.

5851. You do want one there, do you not?—Yes, but not a regional one.

5852. You do not want it on record that you do not want one; you all said that you wanted it very badly?—Oh yes, Sir.

5853. Can you tell us what the effect of F.M. is going to be?—I can say that the B.B.C. experts have considered F.M.,

particularly in the West Indies, where it would have been invaluable, because of the interference from Cuba and the other wireless stations scattered around; but they decided that it was quite impracticable. However, I will look into that.

5854. It is a very technical matter?—Yes.

Sir Peter Macdonald.

5855. On this question of broadcasting in the West Indies, a few years ago when I was out there they had a transmitting station and it was under government control at the time, but has not any development taken place since then in spreading broadcasting throughout the West Indies?—The only development that has taken place is the development of a number of commercial broadcasting companies in individual colonies. Jamaica has just agreed to give its broadcasting services to a commercial company. Trinidad has set up a commercial broadcasting station in addition to the R.D. station.

5856. What progress has been made in bringing the receiving stations up to date; for instance, the one in British Guiana?—The transmitting one?

5857. The transmitting one.—That is still a commercial station operated, I think, by a subsidiary of the Montreal Engineering Company.

5858. What about the one in Barbados?—That is a wired diffusion one. They are considering some means of getting that transformed by having a broadcasting station, because wired diffusion cannot even cover a small island like that.

5859. That was being considered four years ago?—Yes, and the plan for a regional station is in precisely the same position now as it was when I was out there three years ago.

5860. On the question of the British Council in the West Indies, I had a report on that. At that time they were not functioning at all. They were under Sir Henry Luke, who was waiting for his budget to be published. How is that today?—I understand they are doing valuable work within the limits of their money, which are very small.

5861. What is the size of their budget now?—£369,000 this year, I think I am right in saying. That is for the whole of the colonies.

5862. The Caribbean area?—I am afraid I do not know.

Mr. Parkin.

5863. You did use the phrase under your first heading; you said that it was not your job to explain Colonial Office policy to the

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British people. You sent round some excellent photographs and captions which seemed to me to explain Colonial Office policy very well?—I am afraid I may have overstated my case in my anxiety not to appear as one of that much abused class of officer, the Public Relations Officer. But we have first of all got to make the British public realise that there are some colonies. Our job is not, as in the Ministry of Food, to spend our time scratching our heads and saying, "Now I wonder if the British public are going to be very annoyed about this." The point is that the British public do not care two hoots what we announce about the Colonies. Our first job is to interest the British public in them.

5864. But you do agree that it would be rather unfortunate if one gave the impression that the colonial empire was obtained by great and glorious feats of arms and that now it provides us with margarine?—It would be most dangerous.

5865. And that the policy of the Colonial Office is an exciting and interesting one, which should make your own publications more attractive, to put them across with all the punch you can muster?—Yes.

5866. You do intend to do that?—Most certainly.

5867. I thought I detected in that publication destined for the American market some rather crude drawings of people throwing spears at one another. I thought that the battle of the Pioneer Oil Mill is just as good as some of those in the past?—I may have chosen a bad example.

Chairman.

5868. You have included an aeroplane in order to make it up to date, but the rest of it is "Dr. Livingstone"?—Well, it is for the American public.

Mr. Parkin.

5869. What is the circulation of that excellent little thing "To Day"?—Sixty thousand.

5870. Is that limited by a paper quota or by money?—It is limited by money at the moment. I am actually in correspondence with the Treasury over the whole future of that publication. I want it built up into something much bigger. I want to take in advertisements, because I think that will interest people more and will produce a much wider circulation. We can get the circulation if we are allowed the paper and the money.

5871. Your sponsors would be glad to see it take the place of the sort of extracts from illustrated papers that we saw stuck up in dwelling houses in Africa?—Yes.

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5872. You have not had any difficulty in pushing that, have you?—No.

5873. You do intend to explain to the colonial peoples that we have difficulties at home, do you not?—We do indeed. Oddly enough, when I was talking to some students the other day I was abused because I always presented this country as a wonderful place. As a matter of fact we had an article in "To Day" at that time on juvenile delinquency in this country.

5874. You are aware of the difficulty which your representatives in America have through working through the Foreign Office alone? Do you hope to get direct contact with them eventually?—I think that we have got a very special contact already with the British Information Services. The head of the Colonial Section is coming to spend one month with us. We have also a direct link through our Colonial Attache in Washington.

5875. That individual is at present working with the Foreign Office?—Yes, and will continue to do so.

5876. And you hope to get a better channel of communications?—No, I hope to get a better means of understanding. It would be quite improper for me to communicate with them direct, but we do have a supplementary channel through our Colonial Attache in Washington.

5877. Is there any means of giving the people who have that very difficult task in America an opportunity of travelling round the colonies under your guidance?—We tried and we were turned down.

5878. By whom?—Finance.

5879. Do you mean the Colonial Office or the Treasury?—We asked the Foreign Office to put up the money and they said that they were unable to find the money.

5880. So Americans go and ask our representatives about our colonies, and those representatives are people who have never been in a British colony, and we cannot afford—?—£500 at the outside.

5881. —to send them round, although we pay them quite a high salary and expenses for the purpose of living in America?—Of course, to be fair, you do not get a picture of the colonies by visiting one colony; still, one colony is better than none.

5882. You have a staff of more than one out there, have you?—They have a staff of two, principally concerned with colonies, the head of the Commonwealth Section and the head of the Colonial Section.

5883. But you do not consider yourself finally defeated by that rebuff?—No, it is one of the things I have marked down to be brought up six months hence.

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[Continued.]

Mr. H. D. Hughes.

5884. Regarding interesting the British public through schools, what are your relations with the Schools Broadcasting Service?—We have been having a great deal of memo-writing and discussions through the Empire Publicity Committee, of which I am a member, and we have not, I am afraid to say, made the slightest progress. I do not blame the Schools Broadcasting Council, or the schools broadcasting people at all, because I think that the B.B.C. naturally wish to provide the talks and services which the schools want, and at the moment the schools do not want the colonies, simply because they do not know enough about them. I personally feel that if we can get our other drive through first and make that successful, the schools broadcasting will follow automatically. Of course, they do already have quite a lot of colonial themes, but I would like it to be two or three times as much as it is now.

5885. Regarding the second heading, making the colonial people more Commonwealth conscious, firstly, it was clear to us in Nigeria that one of the biggest influences on public opinion out there was the African journalist himself. What facilities can we offer for the training of Africans as journalists or for taking people who are functioning as journalists and giving them scholarships in this country, or in any other way raising the standard of African journalism?—In three ways. Firstly, by doing with West Africa what we have done with Malaya, bringing home a party for a short visit. That, I think, is probably the best way of projecting Britain to the colonies, because they do not in their short time have as much chance as regular students in this country of getting into bad company, and they go back with all the bloom of their visit still on them. We have got money this year for bringing home another party of journalists. Some West Africans have been home within the last two or three years, so I am actually considering for this next party East Africa, Hong Kong and Fiji; but West Africa will come next year. Secondly, by giving talks to journalists in the colonies about the British Press and the British way of life. The British Council have just sent a leading journalist out to the West Indies to talk to the Press there, and I have just written to Nigeria and to the Gold Coast asking them if they would like him to go to West Africa this year a little later. Thirdly, by getting information officers in the colonies to take a keen personal interest in their local Press. I think you found that Mr. Cooper in Nigeria is doing a grand job in that way. Fourthly, there is the ordinary training. We have now three students in this country, one from the Gold Coast, one from

Nigeria and one from Malaya, for one year's training. That is a trial kite. I found it very difficult to get facilities for training them, but the Newspaper Society rallied round and managed to get nine of their members to take each of these three people for short periods. A few days ago I was discussing with the Secretary of the Empire Press Union the best way of doing this, and we agreed that the first thing to do was to get the money, and I am at the moment engaged in looking round for the money. I think we will have to look to the colonial Governments for this money. If I can get the money and if I can get the training facilities, I plan to have something like six journalists a year brought home for one year's training, which will be mainly practical training.

5836. Some of the British Press is very Empire conscious. Have you ever approached them to put up some money?—No.

5887. Would you like to tell us something about the scope of the Colonial Film Unit? That is making films for the African public themselves?—Yes. The Colonial Film Unit has one function. That is, making films for Africans. It makes two sorts of films. Eighty per cent. of those films are of local educational value, films which are wanted by the local Governments for education, and 20 per cent. of them are films projecting Britain, films taken in this country in the same simple slow motion way about life in this country. At the moment the Colonial Film Unit operates only in East and West Africa. In Central Africa, that is Nyasaland, Northern Rhodesia and Southern Rhodesia, a separate film unit has just been established and that will look after all their film projects. In Malaya there is a Malayan film unit. But it does leave the Mediterranean to a very large extent, Fiji to a considerable extent, Mauritius and the West Indies, and we have just prepared plans whereby the Colonial Film Unit will gradually extend its activities outside Africa to other colonies. Parallel with that plan we are proposing to start training courses. The first school is opening in West Africa for training local people in making films, and as local people get trained we plan gradually over the next eight years to withdraw the Colonial Film Unit from West Africa, then from East Africa. In eight years' time we will have spread film work all over the colonies and also at the same time handed over to local film makers, leaving one central advisory unit in London

Wing Commander Hulbert.

5888. Have you any control over the Public Relations Officers in the colonies?—No direct control at all.

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Mr. K. W. BLACKBURNE, C.M.G., O.B.E.

[Continued.]

5889. Have you any control over their appointment?—Yes, Sir, in an advisory way.

5890. They are found by you, are they?—They can either be appointed by the Secretary of State or they can, in certain cases, be appointed by the Governor.

5891. Do you on the whole find that they work well with London or do they get rather insular?—I think on the whole they co-operate very well indeed.

Chairman.

5892. There is a newspaper called "West Africa," is there not?—Yes.

5893. That, I take it, is a private arrangement; it is published in England?—It has just been bought by the Daily Mirror.

5894. Has it? This particular one has an editor in London. I thought the one you were talking about was published in Lagos?—It has the same proprietors.

5895. This is printed in Liverpool?—Yes.

5896. "Published by the Proprietors, the West Africa Publishing Company." This is a trade journal and it is full of advertisements, and I have taken steps to find out what its financial position is. It has got a fairly good circulation, and I understand that they have never been asked to make use of their publication in any way by your department. They say they would be very glad to co-operate with you. It was sent to me and I got in touch with a man in London, and I have looked it through. It is well-established, and would it not be possible to utilise that paper which circulates very well both here and abroad? Some of the things they put in about questions in Parliament might give rather a false impression about the attitude of Parliament towards the colonies and rather undermine what you are doing?—Yes.

5897. No doubt there are similar papers to this in other colonies?—There are.

5898. This one circulates mostly in West Africa and the Gold Coast, and also in French West Africa and the Belgian Congo. Would it not be a good thing to do something with this?—I have introduced a weekly meeting which the editors of all these special colonial papers attend.

5899. They do?—Yes, and once a week regularly we meet them.

5900. Are they willing to put in anything you wish them to print?—No, Sir.

5901. They resent it?—I think it would be quite wrong if we expected them to. They are free agents.

5902. But supposing you got good news and gave it to them, they could write up their own editorials, could they not?—Yes, we do that. A certain amount of the stuff which appears there comes direct from our Press conference.

5903. And you see what is going out in it?—Yes, after it has been published. Sir Ralph Furse talked to them last week. Next week they will run an article on that, I feel sure.

Mr. H. D. Hughes.

5904. That receiving set which you have there is an individual family receiver. Are you experimenting with village receivers?—Yes, we are also experimenting with village receivers. I think I am right in saying that we have sent out a number of prototypes to the colonies of those, too.

Chairman.

5905. From every point of view it is important to start the construction of these big transmitting stations. Five of them are wanted throughout the Empire. The sooner somebody starts on them the better?—Yes.

Chairman.] The more you can emphasise that in your paper to the Sub-Committee, the more pleased we shall be.

Mr. Willis.

5906. Is it a case of obtaining money for that expenditure, or a case of materials and equipment?—It is difficult to say how difficult we should find it to get equipment. I think we might manage to get it. I think the B.B.C. have still got quite good stocks which they accumulated during the war which they might let us have. Secondly, commercial companies, when setting up their own commercial broadcasting stations, appear to find no difficulty whatever.

5907. It is merely a case of getting approval for the expenditure?—That is all.

Chairman.] Thank you very much for your attendance this afternoon and for the evidence which you have given the Sub-Committee, Mr. Blackburne.

The witness withdrew.

Adjourned till Wednesday next.

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Q 4

WEDNESDAY, 2ND JUNE, 1948.

Members present:

SIR RALPH GLYN (*Chairman*).

Mr. H. D. Hughes.
Wing Commander Hulbert.
Captain Sir Peter Macdonald.

Mr. Parkin.
Mr. Norman Smith.
Mr. Yates.

Sir THOMAS LLOYD, K.C.M.G., Permanent Under Secretary, and Sir SIDNEY CAINE, K.C.M.G., a Deputy Under Secretary, Colonial Office, recalled and further examined.

Mr. G. BRYANT, Liaison Officer, Colonial Office, was in attendance.

Chairman.

5908. Sir Thomas Lloyd and Sir Sidney Caine, I would like to commence by saying to you that this is the last meeting of this Sub-Committee taking evidence, and as we began taking evidence from you on the first day, so we end. I think it is true to say that in the interval between our privilege of hearing your evidence in the first instance and now we have all learned a great deal. I think it is fitting and proper that we should thank you very much for your help to us from the beginning of this enquiry, and, through you, to say how grateful we are to everybody in Nigeria who gave us so much assistance in what we had to do there. I can assure you that no member of this Sub-Committee will ever forget the kindness and consideration which we received from everybody out there, and I would like to add the admiration which I and I am sure all my colleagues on this Sub-Committee have for the wonderful work they are doing in Nigeria; and we were all very glad that they had the opportunity of meeting us as Members of Parliament on an official committee and being able to express their views and say what they thought about these various schemes.

Now, Sir Thomas, there are a few points which I think the Sub-Committee would like to clear their minds on as a result of the work which we have been doing during these past weeks. The first matter upon which I think some of us feel that we have not had sufficient evidence at the moment is as to the clearing house that has been arranged by the Colonial Office in order to fit in the proposals of the Overseas Food Corporation, the Colonial Development Corporation and the moneys voted by Parliament under the Colonial Development and Welfare schemes. There are those three, and I think we do feel that there possibly is a slight danger that some of the Corporations' ideas are being developed without sufficient contact or co-operation with the official Government sources who are responsible for the administration of the colony. Is there any organisation set up so that the various ideas promoted by the Ministry of Food on the one hand and the Colonial Development Corporation on the other hand, and the Colonial Development and Welfare schemes

from their point of view, go through a common channel so as to see that they are co-ordinated?—(Sir Thomas Lloyd.) May I ask Sir Sidney Caine to answer that question?

5909. Yes?—(Sir Sidney Caine.) There is no organisation which is created for that sole purpose of dealing with co-ordinating the ideas and the projects which come forward from the Corporations; but there are a number of pieces of administrative machinery for bringing all those things together. In the first place there is in the Colonial Office the Economic and Development Council which has recently been reconstituted, which includes on it a representative of the Colonial Development Corporation, which is concerned with the general review of all the development programmes. That is dealing with it in its broadest aspect. More particularly with regard to the Corporations, although we do not seek to exercise a detailed day to day control over the Colonial Development Corporations' activities, we do expect to be closely consulted in the programmes of work which it undertakes and the projects which it undertakes, and our arrangement with the Corporation is that, before money is advanced under the Statute, we shall see a programme of the projects which they intend to undertake with such advances and that will give us full opportunity of seeing whether those projects fit in with other plans. In fact, so far, the Corporation has not got to the stage of putting forward any projects at all, so that it is impossible to say just how that machinery will work in practice. Again, as regards the Colonial Development Corporation, we have further instituted, as a private piece of machinery between ourselves and the Corporation, regular monthly meetings at which we discuss the progress of the Corporation, the difficulties it is experiencing and any other common problems; and, apart from that, of course, we are in very close day to day touch with the Corporation at all levels. I mean, there is contact between the Chairman of the Corporation and Ministers, and between the officials of the Corporation and officials in the Colonial Office all the way down. As regards the Overseas Food Corporation, of course, the Colonial Office contact is less

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Sir THOMAS LLOYD, K.C.M.G., and
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[Continued.]

close, because their primary responsibility is to the Ministry of Food; but, so far as operations in the colonies are concerned, it has always to be remembered that the Overseas Food Corporation cannot undertake any activity in a colony except on the specific invitation of the Secretary of State, so that there is no question of the Overseas Food Corporation developing projects which are in conflict with other plans, without the knowledge of the Secretary of State. It can only go in if he asks for it.

5910. You used the word "expect" just now. Did you mean to use that word?—In what connection?

5911. You said that the Colonial Office expect to have close consultation about these schemes?—You mean with the Colonial Development Corporation?

5912. Yes?—I say, "expect" because at present we have no actual experience on which we can say about that.

5913. That is the point which I think the Sub-Committee want to get clear. In regard to the money voted by Parliament, both the Ministry of Food's Vote and the money which is the concern of the Colonial Development Corporation, you yourself say that you expect something to happen. What the Sub-Committee want to get at is whether there is any statutory machinery by which there is a clearing house, so as to ensure that there is no overlapping and that you have early knowledge of what is proposed?—There is no statutory machinery, but there is, as I say, the statutory requirement or condition that the Corporation only obtains funds on the approval of the Secretary of State. May I put a purely hypothetical case to you. Assuming that some operation of development was being done, either under the Overseas Food Corporation or the Colonial Development Corporation, which in the view of the local administration of a particular colony was not in accordance with the policy which they had previously been pursuing, what remedy is there?—I do not think that that could very well happen. As regards the Overseas Food Corporation, I would emphasise that they can only initiate a project on the invitation of the Secretary of State. There is no possibility of their going into that colony and suddenly starting a new sugar plantation, for instance, or a large cattle industry, or something of that sort. They have not the statutory power to do so, unless the Secretary of State invites them to do so; so that I think that that gives us a strong power of control over the activities of the Overseas Food Corporation.

5914. I think certain questions may be addressed to you to-day by members of this Sub-Committee, who had an opportunity of seeing some of the work which was being done in the Cameroons?—The Cameroons

does not come under either of these Corporations.

Mr. H. D. Hughes.

5915. I think the point is that the Cameroons Development Corporation is in a way a body which, although not under the two big Corporations, does present some of the same problems?—Yes, but it does not partake of the central problem which is use of moneys voted by Parliament.

Chairman.

5916. That is true, but, on the other hand, the point I want to ask you about is this, that in any development schemes, no matter what aegis they come under, they should conform to the general policy adopted by the local colonial government?—Yes, entirely.

5917. The overriding thing is that no operation by any organisation obtaining funds from Parliament should carry through a scheme unless it is in accord with the general principle adopted by that colony for development in that territory?—Yes.

5918. May I take that as something with which you agree?—Yes. As regards the Colonial Development Corporation itself, both that Corporation and the Overseas Food Corporation are under a statutory obligation to consult with the local authorities as regards all their projects; and I think I can say quite definitely, on behalf of the Secretary of State for the Colonies, that he would not authorise the advance of money to the Colonial Development Corporation for the execution of any project until he was satisfied that the Corporation had consulted the local government, and that any differences or problems that arose with regard to fitting in that project with the general development plan of the local authorities had been resolved.

5919. You may have seen it, and I think we all saw in the newspapers within the last few days a statement, I think, by the Chairman of the Colonial Development Corporation, that in all the schemes they were putting forward they did not want it assumed that they were going to work on their own, but they would welcome co-operation with other interests which are already established?—Yes.

5920. What I wanted to know was this, that a great many of those schemes may utilise existing organisations out there for further development?—Yes.

5921. How does that impinge on the general policy of development which is paid for by the British taxpayer in regard to, say, the improvement of roads, the improvement of communications and things generally, whereby those concerned would get the benefit of that? If you are going to develop the area either by a Corporation or directly, which depends on improved

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[Continued.]

communications on the spot by rail, road or river, the money which is provided by the taxpayer through the Colonial Development schemes generally is being utilised, to some extent, to improve those things?—Yes.

5922. What is the benefit which comes back, either to the colonial government or to the British taxpayer, when that has been done, which is an essential condition precedent to any consequential good results of such schemes?—Of course, the schemes of that kind, in so far as they are assisted from the United Kingdom Exchequer, would be almost certainly assisted out of Colonial Development and Welfare moneys, not through the Corporation. I think it was always understood that the expenditure of money under the Colonial Development and Welfare Act was not expected to result in any direct return of benefit to the United Kingdom Government. It was a deliberate act of assistance to colonial governments. The benefit which this country may get from it is very indirect. We shall benefit by the general improvement of conditions in the colonies. We do not expect to see any direct benefit. The colonial government, on the other hand, if it builds a road or a harbour, or if it develops a water supply with either its own money or Colonial Development and Welfare money provided by His Majesty's Government, will expect to see a more direct return. It will expect to see more trade developing in that area which has been opened up by the roads, and it will expect to get a return in the form of taxation on increased imports of goods, and increased income tax, and so on. It will therefore get, still indirectly, an identifiable revenue, as it were, from that general improvement of the economic organisation. Then you come to the third stage of an actual productive enterprise being undertaken either by private enterprise or by the Colonial Development Corporation, or by the Corporation in partnership with private enterprise; and in any such case the colonial government will get its return, again partly in direct taxation, income tax on profits; if it is a mineral enterprise, it will get its return in the form of royalties on the minerals extracted; and also more indirectly in the general improvement to trade and economic conditions of the country, which will increase the revenue and generally strengthen the financial structure.

5923. But I think the point which we all feel is this, that we were always coming up against the question of priorities in Nigeria, and some confusion as to what was the top priority and so on, and it was remarkable that private concerns were able to get, for instance, steel for certain projects, whereas other projects were held back. If there is no organisation here at all in the way of a clearing house to take

into account the various claims which there are for securing materials—and there is no clearing house, from what you have just told us, for these schemes, and each works more or less independently—?—I do not think that is true. I think that is coming on to a very different subject, the question of the allocation of supplies, because that brings us into the whole field of supplies for maintenance, and it brings us into the field of private enterprise projects, which go far beyond governmental projects. I have been speaking hitherto purely of Governmental projects. Of course, if one includes private enterprise projects, I agree that there is no clearing house, and I do not see how there could be, if one means anything by "private enterprise." The problem, then, is whether there should be some central control of supplies. On the whole, my conclusion is that a central control of supplies in the strict sense—a tight control of supplies—would do more harm than good. It would be so cumbersome that it would be harmful. On the other hand, we do hope that we can exercise a little more influence in the future to get supplies in the right direction, and we are hopeful that we shall be able to ensure in the future that the governments get a rather better share, a rather fairer share, of the total as compared with private enterprise than has been the case in the past.

5924. But the point that I feel is this. If you look at the thing from the point of view of the people who live in the colony, it does not matter very much to them through which source these things come. You want to improve the conditions of the people in the colonies and develop the economic resources of the colonies. You have three distinct media through which this work at present can be done, two of them entirely new, the Overseas Food Corporation and the Colonial Development Corporation?—There are far more than three, if I may say so.

5925. What are the others?—All the private enterprise channels.

5926. Yes, but I was leaving them out, because that is not a matter with which the taxpayer is concerned. What I want to ask you is this: Since the arrival of these two new bodies in addition to the Colonial Office, is there any machinery set up at all to assess the various claims of the various schemes, and to see that there is no collision between them all?—I would say that the existing machinery in the Colonial Office is sufficient to do that, and as between the various channels of government expenditure.

5927. In other words, you are satisfied with the position as it is now?—Yes.

5928. And you do not think that any clearing house is necessary?—I think nothing more than we have. As I say, we

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[Continued.]

develop close contacts with the Corporations, and I think that the machinery existing is adequate for that purpose, though it may not be for the much wider purpose of a clearing house between the whole flow of supplies and so on going into the colonies.

5929. Then there are certain other questions which I would like to ask you. There are many others which members of the Sub-Committee would like to put to you, but I want to ask you one other question. Regarding the question of a block grant instead of a separate contribution to each scheme, what is your view on that?—(Sir Thomas Lloyd.) You are now talking of Colonial Development and Welfare?

5930. Yes?—Can you explain it a little more? Do you mean instead of His Majesty's Government in this country—that is, my Secretary of State and the Treasury—taking each scheme, approving that separately, sometimes in itemised detail, and then saying "I will give you a grant of £100,000 for that scheme"—instead of that, that they should just say: "We will give that colony £1 million"? Is that the idea?

5931. There should not be all this tremendous business of accountancy which is now involved, because the funds are so intermixed. The colonial budget is so made up that it adds enormously to their work to keep these things separately?—I do not know what accountancy practice they follow in Nigeria, on which you may be basing these remarks, but there is no direction from this end that requires a colony to keep accounts in that separate form. A scheme comes in; it is approved, sometimes in detail; and the government is told that there is £100,000 for that scheme; the colonial government is then asked, every quarter, how much money it wants for Colonial Development and Welfare services during the forthcoming quarter. It is not obliged at that stage to say that it wants £10,000 for this scheme or £5,000 for that scheme, as the case may be; it just says what its total is, and that amount will be available for issue during the quarter and it will be issued as required. But we do not require the colony to treat the money in any way separately from its other revenue for the purpose of accounting to us. So I do not see why there is any new and involved accountancy procedure required as a result of direction from this end, though it may be that particular colonial governments, in order to see just how much they are spending on this project from home funds, may have separate accounts.

5932. Is there any Treasury regulation which overrides the Colonial Office view as to how accounts should be kept?—Not on accountancy. The only point on which I certainly have some doubt is the degree of detail in which they are submitted and

approved. Instead of the scheme just being drawn in broad outline, it may be set out in a great deal of detail in the colonial government's application. It may be divided up into wages for this purpose, salaries for another, and so on. Then, of course, if it is approved in that detail, and they want to vary it in detail, they sometimes have to come home for approval. If the initial requests were sometimes simpler in form, they might get by just as easily.

5933. What we were rather impressed with was this. I do not know whether it is the same elsewhere, but I think one must appreciate that the standard of efficiency of their office is not exactly what it is in Whitehall, and if people assume that accounts and details have got to be kept in the same way, it does add enormously to the burden of people in the colony who have not got the same staff nor the efficiency of the individual in that staff to carry through the work in that way, and it therefore does add enormously to the work of the few people who are supervising that staff?—Yes, but on the other hand they must account for it; there can be no question about that; the Public Accounts Committee would not permit their being granted £100,000 for this purpose and no accounting being taken of it. But there is no need for them to keep elaborate accounts separating out, where it is a scheme which is financed partly from Colonial Development and Welfare funds and partly from their own funds, provided they account sufficiently for the moneys remitted to them under Parliamentary authority.

5934. But they have got their own method of accountancy in the colonies?—Yes, but there is no special accountancy procedure laid down for Colonial Development and Welfare accounts; they will be audited in the ordinary way by the Director of Colonial Audit.

5935. But you appreciate, of course, that the thing which matters is to try and get these schemes going for the benefit of the natives in the colony as quickly as possible?—That is our purpose.

5936. And that anything which adds to the delay in carrying through these schemes should be examined with a view to trying to find an alternative means of enabling them to be carried through. That is why I asked you the question on the block grant system rather than the detailed system?—I do not see what there is simpler than what we have now got, short of handing over a lot of money to them and no account being kept of it, and simply saying to them: "We will bear half the total expenditure on a maternity and child welfare service" and so on, and just leave it at that. The local auditor puts up a certificate that it has been spent, and they pay half and that is the end of the business.

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[Continued.]

5937. I will ask other members of the Sub-Committee to put questions to you on this point, but it was represented to us that in many cases, if a District Officer could be given what I would call a "butler's float," he would be able to carry through a large number of minor schemes without restriction; and that there are many small schemes amounting to only a comparatively small sum of money which would be of very great immediate benefit to the people in his district. Is there any reason why a responsible officer like a District Officer should not be given more latitude by being given a "butler's float" within which to spend, accounting for it to the accountability officer in the colony afterwards?—I do not think so. If the government of any colony chose to, they could do so. (*Sir Sidney Caine.*) On this point, I would say that, so far as we are concerned, we lay down nothing about the discretion which is vested in any authority under the Governor. The grant, so far as we are concerned, is made to the Nigerian Government, and whom the Governor then authorises to spend it is his affair.

5938. There are no restrictions imposed on the colony as to how the money can be spent?—Not as regards Colonial Development and Welfare money. So far as that goes, it goes by the same rules as the colony's own expenditure. It may be that Nigeria's internal accounting rules are too rigid.

5939. Do you think that they are too rigid because they want themselves to be rigid, or because they think that rigidity is imposed on them by the Government here?—It is partly the past history of the interpretation which has been put on the ordinary colonial regulations about finance, which have nothing to do with Colonial Development and Welfare, which are simply the ordinary regulations under which all colonial governments operate. Nigeria have always tended to put the most rigid possible interpretation on those regulations.

Mr. Yates.

5940. I would like to pursue this question because I think there must be considerable misunderstanding. I saw the Chief Accountant General in Nigeria and I actually saw the separate sets of books. I was informed that they were compelled by some regulation to show separate expenditure for all schemes of colonial development; and there were two sets of books. I saw two separate sets of books in operation, and that was the point which the Financial Secretary in the first place asked about, as to why it should be necessary. His point was that when the auditor gives a certification that a job has been done, that ought to be sufficient, but according to the rules here in London it is

necessary that the expenditure on each job should be kept separate.—May I just break in there? It seems to me that there is a certain sphere in which that is true, in a sense, though I would not myself describe it as keeping two sets of books. Quite clearly, if the colonial government gets a grant for the building of a particular road, shall we say, at a cost of a quarter of a million pounds, and at the same time is building other roads, well, obviously Sir Thomas Lloyd would not be able to discharge his responsibility to the Public Accounts Committee unless he was able, in due course, to assure the Comptroller and Auditor General here and the Public Accounts Committee that that quarter of a million pounds had been spent on the road for the purpose for which it was granted; so that the accounts must be kept in a form that will show that expenditure separate from other expenditure on roads. In that sense it is true that it has to be kept separate; but I am quite certain that that would in any case be the case in ordinary colonial accounting. On any large public work of that kind they would certainly keep the accounts in such a form that the expenditure would be separated out. It would be very bad accounting if they did not. But I do not understand in the least this requirement for keeping two separate sets of accounts for the same expenditure. That completely mystifies me. I can only suggest that this is a matter which we ought to take up with Nigeria and find out exactly where the misunderstanding is.

5941. But if it is the case with two roads that you insist upon seeing the expenditure on one road as distinct from the expenditure on the other, then you must have a separate set of books.—I do not call it a separate set of books. That merely means having a separate account in the one set of books.

5942. I understand that a number is given for a particular scheme?—Yes.

5943. If it is a Colonial Development and Welfare scheme, all materials that are used for that scheme should be charged to that particular number. What is happening there is that the local people in various parts of Nigeria who are not very well up in book-keeping and efficiency were charging materials to a colonial development scheme when they ought to be charged to an ordinary Nigerian Government scheme, and in consequence they were having to rectify adjustments at the rate of 500 per month in mistakes which were found out later, and hundreds and hundreds of mistakes were found out by the auditors. The Financial Secretary, when he gave evidence before the Sub-Committee, asked whether they could not have an alteration, and suggested that it only required a sort of certificate to say

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[Continued.]

"That road has been completed". Is not that sufficient?—If we can say "That money has been spent"; but I do not think the Public Accounts Committee would be satisfied if we said that a grant of a quarter of a million pounds had been spent on the building of this road but we had no certificate to say whether that money had been spent on that road. All we would have would be that a road answering to that description had been built. I do not think that would satisfy the Public Accounts Committee.

5944. I can only say that when one looks at this from the point of view of every building and every school that has been built in Nigeria, and you have to have separate accounts for each one, and if it is Colonial Development and Welfare money it goes into one set of books and if it is Government money it goes into another set of books—In my own experience—I have been a Financial Secretary of a Colony—I find it hard to think of any colonial development project which, if it had been financed entirely from the colony's own money, would not have formed the subject of a separate subhead in the Estimates and would, therefore, equally be shown separately—expenditure on that would have had to be separated from other expenditure. I do not understand how that is different from the separation which is necessary because it is a Colonial Development and Welfare scheme. In any case, if it is a work of that size it would be shown as a separate heading in the estimates and the accountants would be expected to be in a position to show how much they had spent against that subhead.

5945. I think that they are agreeable if they can show the expenditure under each head, but it is the details of expenditure, and that is what I think you ought to find out about. If it is true that they are obliged to keep these separate details which go to make up each head, I think that point ought to be looked into?—I think that is a point which Sir Thomas Lloyd mentioned, that in the past there has been what we in the Colonial Office regard as a rather bad practice of submitting the estimates for these Colonial Development and Welfare schemes in much too great detail. That is not the same thing as saying that the total expenditure on a project ought not to be identifiable; but there has been a tendency to split it up into a number of little sub-sub-subheads, as it were, and that we are trying to stop. I may say that we are at present discussing with the Treasury the exact terms of a circular which it is proposed to issue, asking colonies to abandon this practice of submitting estimates in such great detail. It is largely the colonies' own practice; it is a thing which has grown up.

Chairman.] May I say this, that this is not really a matter for the Estimates Committee; it is much more a matter for the Public Accounts Committee; and I think our task ought to be to point out in our Report that this is a matter which the Public Accounts Committee might go into, as it is their business to see that the accountancy system is correct. All that Mr. Yates has said, and I am sure that we all agree with it, is that the present system does add enormously to the labour of the colonial governments.

Mr. Yates.

5946. Yes, but the other point is this. I understood from the Accountant General there that they were compelled—compelled—to keep the accounts in this fashion. Nobody wanted it in Nigeria; that is the point?—(Sir Thomas Lloyd.) They may be compelled by their local auditor to do so.

5947. No; they are compelled by London?—No, they are not compelled by London. I can give you an absolute assurance on that. It was laid down in 1940 that they were not to treat these things in this distinct fashion. May I, as a layman in regard to accountancy matters, say this. There is no reason that I can see why a colonial government should go in for more detailed and elaborate accountancy over something purely because it is a Colonial Development and Welfare scheme, than it would if it is one of their own schemes under their ordinary estimates. If a Colonial Development and Welfare scheme is a separate item in the estimates, like any other item in the estimates it has got to be separately accounted for; but if they put in their own estimates, to make the thing clearer to their legislature, separate items for six separate roads, equally they have to account separately for each of those six separate roads. The point is precisely the same whether it is Colonial Development and Welfare on the one hand and colonial funds, or whether it is entirely colonial funds. In our opinion there is no reason to depart from it.

Wing Commander Hulbert.

5948-9. Following on what we heard about the delays caused by keeping what you do not like to be called "two sets of books," could you tell the Sub-Committee to what extent, if any, the Treasury impose regulations on how the development accounts are kept locally in Nigeria?—I should hesitate to say that the Treasury "impose" regulations. I think, when it is a matter of spending United Kingdom Exchequer money on the schemes which are made on the joint authority of the Secretary of State and the Treasury, naturally and inevitably the instructions which are issued by the Colonial Office with regard to accounting are agreed with the Treasury.

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[Continued.]

I think it would be giving a false impression to say that they are "imposed" by the Treasury. There is a process of consultation. Mr. Bryant and other people concerned discuss with the Treasury officials, and an amicable agreement is generally reached. It would be giving a wrong shade of meaning to say that there is anything "imposed" by the Treasury.

5950. So it may well be that the present system employed in book-keeping in Nigeria is a "suggestion" of the Treasury?—I do not think so. I think that in fact the normal thing—and I am pretty certain that in this particular case it is what happened—is that the first initiative comes from the Colonial Office; we make the suggestion to the Treasury, which they agree to, and then we say to the colony, "That is the way we want you to proceed."

5951. It would never be that the Treasury here would give direct instructions?—In no cases would they give direct instructions.

5952. Direct suggestions?—In no case would they give direct instructions or suggestions, nor do they have any direct communication with the colonies' governments.

Mr. H. D. Hughes.

5953. Going back to the Corporations, it is quite obvious that the Corporations schemes—shall we say, for instance, the Tanganyika ground nuts scheme—are going to have pretty profound economic and sociological repercussions on the territory in question and that a lot of problems are likely to arise between the administration of such Corporations and the colonial governments. Where does the sovereignty lie on these matters?—That is a very difficult question. It depends so much on constitutional relationships. The Corporation, in its activities in Tanganyika, to take that particular instance, is fully subject to the legislative authority of the Tanganyikan Government. It has no exemption, and it must comply with any legal directions given to it, either in general form, or, if legally empowered to do so, in particular form by the Tanganyika authorities. Therefore, in one sense, the sovereignty lies quite clearly in the Tanganyikan Government; but it would be taking a too formal view to leave it at that, because quite clearly if there were a case in which there was a *prima facie* reason for imposing some restrictions or obligations on the Corporation and the Corporation objected, and the matter was of sufficient importance, it might have to be referred to London and discussed between the Secretary of State for the Colonies and the Ministry of Food; and in that case it would be impossible to say where the final power of decision would lie. It would be a matter of discussion and agreement between the Ministers and the government of Tanganyika, and a conclusion would be

reached by a process of deliberation by which such cases are settled; and in essence it would not be different from what has happened time and time again in the past with regard to the activities of non-government agencies who may have appealed to London against the actions of the local authorities. (Sir Thomas Lloyd): Could I add one point? I can conceive of no circumstances in which, even following on representations by the Food Corporation in London, discussions between Ministers and the like, resulting in some considered judgment in London, which favoured the view of the Corporation against the local government—I can conceive of no circumstances in which the Tanganyikan Government would be ordered to give way on that, even if it were an executive point which had to be accounted for to the legislature; even were it executive, I cannot imagine any circumstances in which the Secretary of State would say, "No, you must do it willy-nilly."

5954. The second point is that obviously these new Corporations, bringing increased populations into the areas, are going to impose a much heavier financial burden for the necessary social services in the areas concerned. What provision is made to meet the social requirements of the population concerned? Is that regarded as the responsibility of the Corporation? Is it a responsibility of the Colonial government?—(Sir Sidney Caine): Of course, you say the activities of these Corporations will raise these problems, but that will not occur by any means in all cases. In the type of development such as the Tanganyika ground nuts scheme, that problem obviously arises, but there will be many cases, particularly schemes which the Colonial Development Corporation have in mind, where they are merely setting up a factory in a well-established town, where it is merely a small addition to the general economy. In the other type of case, in the case of the ground nuts scheme, as I understand it at present, the social services are being very largely provided by the Corporation on its own account at the moment. They are in fact providing services which would never have existed if they had not gone in there. At the moment they are not imposing additional obligations on the Colonial governments. In time, no doubt, the Colonial government will find such obligations arising, but, on the other hand, it will be then obtaining, by taxation of the enterprise and by the indirect revenue which it will get from its activities, an increased revenue to pay for those services.

5955. Yes, but what is the policy of demarcation of responsibility to the Colonial Office?—I should say it is the kind of thing on which you cannot have a uniform policy. It has to be settled *ad hoc* on each scheme. You have to consider then whether particular obligations should be undertaken by the

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[Continued.]

Corporation which is doing the project or by the government or by whom. In some cases the government may say, "All right, we will build the roads and the schools, but we expect the Corporation to provide the hospitals and medical services for its own employees." In other cases they may say, "We expect the Corporation to provide schools, too"; but I do not think that one could possibly lay down a uniform pattern.

5956. I was raising that point because our experience shows that there are possibilities of a hiatus in the initial phases of this development which may have serious repercussions. Secondly, on the question of priorities, as I understand the position at the moment, there is a general export allocation of iron and steel and of goods in short supply, which has to cover the requirements of the Colonial Empire as a whole, as well as the hard currency areas. Has consideration been given to a separate Colonial allocation as opposed to the general export requirements?—That has been considered, and the conclusion has been reached that, on balance, it would not be advantageous. It would give rise to considerably greater administrative difficulties in this country and, on balance, the feeling is that the Colonies would probably not get any more than they do get at present.

5957. Do not you at the present time find that colonial areas are at a disadvantage because they are competing within a general allocation with the hard currency countries, and all the drive is in favour of hard currency countries?—It is not entirely that. There is also a general realisation of the importance of exports to the colonies as well.

5958. I am not going to ask you any more questions about accounting, but there is a comparable problem on the physical side. We were told that in Nigeria until recently there had been a ruling that all Colonial Development and Welfare expenditure on buildings must be on permanent buildings, and not on semi-permanent or temporary buildings, which could not be tolerated. I understand that that ruling has now been waived. The question I want to ask you is this: What other rulings of that kind—and in what detail are they—over the freedom of the colonial governments in getting on with the colonial development and welfare?—I am not aware of any ruling of that kind ever having been made about permanent buildings, and I cannot think of any analogous ruling.

Chairman.

5959. May I say that we had that very definitely given in evidence?—(Sir Thomas Lloyd.) As a general ruling, or in relation to a particular project? Do you mean that it was: "On no Colonial Development and Welfare scheme throughout Nigeria is a penny to be spent on semi-permanent buildings or temporary buildings"?

Mr. H. D. Hughes.

5960. No—general?—(Sir Sidney Caine.) I cannot remember any such ruling ever being made.

5961. So that your impression in general would be that the colonial governments are pretty free, having got their plan approved, to get on with it, and to use any methods which appear suitable to them on the spot?—Yes, we should normally accept the view of the local government. They would probably tell us, in submitting the scheme: "We propose to put up a permanent or a semi-permanent building," whatever it might be, and unless there was any special reason to the contrary, we should accept their advice on that particular question as being the people who best knew what kind of building would be most suitable in order to get on with the job quickly.

5962. I think you will agree that the first two or three years of the Colonial Development and Welfare plans in many of the colonies have fallen very considerably behind expectations?—Yes.

5963. And that in that period costs have risen very considerably, and that, therefore, the original costings and the original time-schedules on which those plans were drawn up are seriously out of date. Is it, therefore, contemplated that there should be a revision, before the end of the ten-year period, of grants required to carry out the initial plans and of the time allowed to colonial governments to complete those plans?—Such revisions are in fact going on continuously. We do get quite a large number of applications for supplementary grants to cover increases of cost which have arisen since the original grant was approved, and again in those cases in which the scheme was established for a definite period of time and had not been completed in that time, we do get applications, and we are always prepared to consider them sympathetically for an extension of the time.

5964. But most of your £100 million is allocated?—It is not allocated to particular schemes yet, only in broad blocks.

5965. Twenty-three pound million to Nigeria, for example?—Yes, but not to particular schemes in Nigeria.

5966. And you are not free at the moment to consider an official revision of that £23 million for Nigeria?—Not at present, without either reducing the allocation to some other colony, which would probably be impossible because they have been subject to the same conditions as Nigeria, or infringing the statute by allocating more money than Parliament has laid down.

5967. If you are going to carry out the block plans you have already got, it is going to take longer than 10 years and more

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[Continued.]

than £120 million to do it?—We have that very much in mind, and we are expecting that round about 1950 or 1951 Parliament will be asked to make some suitable amendment of the Colonial Development and Welfare Act, but at present we have to operate within the notional £120 million within the 10 years. (Sir Thomas Lloyd.) There is a margin, of course. The whole is not allocated even in the block allocations. £50 million is held in reserve. We have not yet reached the stage at which the whole £120 million is earmarked under central schemes.

Mr. Parkin.

5968-70. Are the accountancy systems employed in the colonies such as would satisfy the Public Accounts Committee if they were employed here?—(Sir Thomas Lloyd.) Mr. Bryant says that the fact is that we always get an audited certificate from the Director of Colonial Audit from every colony, except about three where the Director of Colonial Audit is not empowered to operate, and it is on his certificate that we manage to satisfy the Public Accounts Committee. Of course, the Comptroller and Auditor General comes in as well, but the Director of Colonial Audit is centrally responsible for the senior auditors in all the colonies and has to give a decision on every colonial account before it goes to the Public Accounts Committee. Colonial systems of accountancy, as I have seen for myself, are much more rudimentary than they are in this country. They would not be accepted out of hand by the Comptroller and Auditor General for the accountancy in my own Colonial Office. Of course, there is the question of the quality of the staff.

5971. But there might still be a saving of time if they could be brought into line in such a form. I am wondering why the Nigerian estimates in fact could not satisfy both your head office and the Public Accounts Committee?—They must have a certificate that states quite clearly that the money voted by them for a particular project has been spent on that project, and you have got to have accountancy up to the point of detail if you are to enable the Director of Colonial Audit in effect to give that certificate.

5972. We were shown figures in which the proportions of money chargeable to Nigeria and the Colonial Welfare Funds were quite clearly set out under different headings. So if you by any chance could have accepted a percentage grant system instead of a block grant system—(Sir Sidney Caine.) In some cases we have. (Sir Thomas Lloyd.) Some schemes are put up "wholly Colonial Development and Welfare"; every penny comes out of the Colonial Development and Welfare bag. There are others where there is a mixed element and there is not any settled ratio. Again, you can have a scheme under which

£1 million is to be spent and His Majesty's Government in the United Kingdom will contribute anything up to half a million pounds.

Chairman.] I think we must leave the question of the machinery of accountancy to the Public Accounts Committee.

Division.

Mr. Norman Smith.

5973. You, I believe, are a Colonial Office man?—(Sir Sidney Caine.) Yes.

5974. And the administration and the running of colonial development under the Colonial Development and Welfare Act is of course a Colonial Office "show"?—Yes.

5975. We have listened to a lot of evidence in the last few weeks, and I feel that all this question of colonial development is not being related to the very urgent economic needs of this country. Would you think that I am unreasonable in putting that view forward? Do you think that I am seeing things out of focus?—I think it is true that the Colonial Development and Welfare plans have been drawn up, as was the Colonial Office interpretation of the intention of Parliament, with a view to the long term interests of the colony concerned, and not to the more immediate interests of the United Kingdom. I think in that sense it is true that the Colonial Development and Welfare plans, taken by themselves, have not been drawn up with an eye to the immediate economic needs of this country.

5976. Let alone the economic disbalance of this country, the whole upset to our economy as compared with the old days?—Yes, I would say that is broadly speaking true, but at the same time I would myself maintain that I can think of very few things which are now being done under Colonial Development and Welfare which I would not do, taking into account the immediate needs of this country. I think that 90 per cent. or more than 90 per cent. of all that is being done under Colonial Development and Welfare is an absolutely essential foundation for the further economic progress of the colonies.

5977. Would you agree to this, Sir Sidney? Supposing we were quite deliberately planning this colonial development with a view to rendering the sterling area progressively less dependent on supplies from the western hemisphere—in all probability we should take good care not to say so for fear of upsetting somebody in America?—I would not say it is so much with a view to avoiding upsetting somebody in America, but it would certainly cause a very bad impression in the colonies. (Sir Thomas Lloyd.) It has caused a bad impression in the colonies.

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5978. But supposing it were desired, purely in the interests of the African population, to develop the economic resources of their country, and in so doing, to provide them with careers and improvements in education and medical and health matters, would not you agree that all that would fit in with a plan for the economic development to help the United Kingdom disbalance?—(Sir Sidney Caine.) I agree that it should do, and I would maintain that it does do, that is that all this activity is in fact going to help to increase productivity in the colonies and, therefore, to improve the external balance of payments in the sterling area as a whole.

5979. That is very comforting; thank you. Now regarding priorities: what about priorities for scarce materials among the various colonies? For example, we have heard a lot about Nigeria being short of locomotives. At one period it was suggested that perhaps the Gold Coast could spare a few locomotives. Has anyone the power to say to the Gold Coast: "Look here, your need is less urgent than the need of Nigeria and, therefore, you shall ship a few locomotives over there"?—Well, again, that in a sense brings us back to Sir Thomas Lloyd's answer, to say whether we have the power to say to the government of Tanganyika that they shall do this and that. If it is an actual question of the transfer from the Gold Coast to Nigeria of locomotives, I am not sure that in the last resort we should ever give such a direction. On the other hand, I would mention two actual instances, the second of which must certainly be treated as confidential at the moment. The first instance is that during the war I remember occasions when we did have that specific problem of considering the movement of certain railway material from the Gold Coast to Nigeria, and we did telegraph to the Governor of the Gold Coast to say that we thought it was desirable in the general interests that certain locomotives should be transferred to Nigeria, and he immediately acquiesced. There was no question of issuing an order. He accepted the view from London that this was in the general public interest, although it was obviously to the disadvantage of the Gold Coast, and he complied with it.

5980. May I extend the discussion a little further. We have a document here which seems to be a very serious thing. We heard an important witness complain with a certain amount of bitterness about the Niger Bars, and here is a document in front of us now, giving details, and confirming that ships have to go out of the Niger Bars very much under-loaded, *vis-à-vis* their capacity, and that nobody ever dredges those Bars. It says that the Nigerian Government is prevented from taking effective action because of lack of

dredging equipment. Would it be possible for anybody in the Colonial Office to go to anybody in England and say "Look here, there is a perfectly good dredger at present working in Ramsgate Harbour, or at Bembridge, Isle of Wight, which is concerned with dredging for the sake of luxury cruisers and yachts"? Could you go to anybody in England and suggest that the dredgers should be diverted to the Niger Bars?—I do not know who owns those dredgers. Certainly the Colonial Secretary has no power to requisition them.

5981. Has Sir Edwin Plowden any power?—He has no power whatever, not personally; he is a planning officer. He is not an executive authority. It is conceivable that some Minister is vested with power to requisition dredgers, but I do not know who he is.

Chairman.

5982. I want to raise two points. I do not want to ask you to give further evidence, but we would like you to let us have a paper on the subject of expatriation pay, owing to the fact that it is not just a matter which concerns Nigeria.* Perhaps you would let us have that paper so that we can have it in front of us before we prepare our report. Secondly, I understand that Sir Sidney Caine has various things to raise regarding the price of ground nuts in answer to points which were put to him. There is also the question of palm kernels and other commodities, regarding the difference in prices.† I think, therefore, the Sub-Committee would be grateful if it could have a note from the Colonial Office on that subject. I was under the impression that it was a matter which really concerned the Ministry of Food, but perhaps the Colonial Office could let us have a paper on that?—I wonder if a paper is really needed? I could give an answer fairly shortly on the general principles. I am not concerned with the details of the actual prices.

5983. But, believe me, it is a large problem; it wants to be answered with considerable care, because we were told that the agitation that is being spread is due to the fact that the producers are not getting a fair price as compared with the world price?—I am sorry, I think I misunderstood you.

5984. That is a very big question of policy?—I thought the point was simply the question of the difference between what the Ministry of Food pays and what is paid out to the grower at the moment.

5985. Yes, but it is only an illustration, and there is a great deal else to be considered. I think it would be better if it were put in the form of a paper, which

* See Appendix 14 to the Report.

† See Appendix 10 to the Report.

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[Continued.]

could possibly be attached as an appendix to our report, giving some explanation as to how it is that the producer is not getting what he considers to be a fair share as compared with the world price. It is not only in regard to groundnuts; it is in regard to cotton and many other commodities.—I am sorry; I misunderstood the point earlier. If it is extending to that field, it certainly is not a matter only for the Colonial Officer; we should have to consult other Departments.

5986. I thought that, in consultation with the Ministry of Food, you would be able to give us a paper which would be of great importance, because it depends how it is expressed, in its presentation to the producers of these primary products. The last question I have to ask you is this. I understand Sir Thomas, that you have now got, or that you are considering at the Colonial Office, the establishment of an Organisation and Methods Division?—(Sir Thomas Lloyd.) Not for the Office, itself. We think we are too small, and we rely on the Treasury.

5987. But you are considering setting up a Division which would be able to go out to the Colonies and advise both them and you on improved methods?—Well, we did, last July, send out a circular about Treasury O. & M. and asked that they would let us know whether they thought there was any way in which that Division could help. We have had a number of replies from the Colonial Governments, a great many of which state: "Send a man out to look at our methods," but the Treasury O. & M. are not yet staffed in the numbers to do that on the scale on which it is pictured. So we are adopting

the alternative of setting up an O. & M. course in this country, through the good offices of the Treasury and their experts; it is a three- or four-months' course, and we are, in the next day or two, sending out a circular to the Colonial Governments telling them about this and outlining the syllabus and asking those who want to to send officers over to do this course.

5988. You are going to give them facilities to come home, are you?—Yes.

5989. The short answer is that this matter is very much in your minds, and you are taking steps to fit it into the Colonial Governments' requirements?—Yes. We took the first steps in July of last year, when we sent this first printed circular to them. The request was not for better advice but for practical assistance in the way of sending men out. The Treasury have not got them, so we are doing the thing in reverse. May I raise one point? I was told that you had seen a paper by Mr. Pleass of Nigeria on the idea of a staff college? If the Sub-Committee is thinking seriously about that, might I leave with your Secretary some copies of Colonial Paper No. 198, in which you will find, I think, a very detailed and able analysis ranging over four pages, of the relative arguments for and against a staff college and the system which we have, in fact, adopted of composite training. The Devonshire Committee back the composite system as against the staff college system. (Colonial Office Paper No. 198 was handed in.)

Chairman.] Thank you very much, Sir Thomas Lloyd and Sir Sidney Caine, for the help you have given the Sub-Committee, not only now but always.

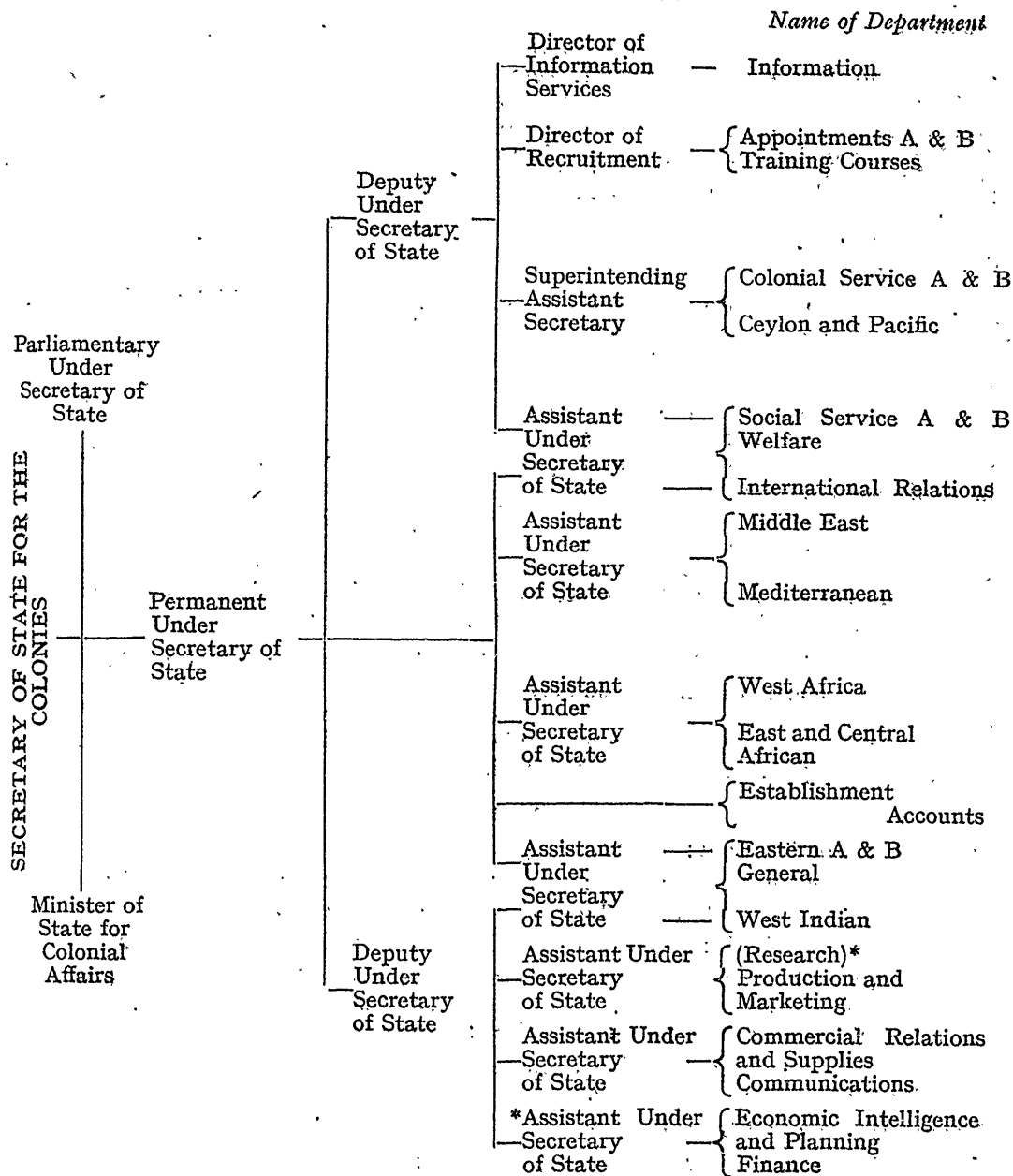
The witnesses withdrew.

Adjourned till Wednesday next.

ANNEX A

ORGANISATION AND FUNCTIONS OF COLONIAL OFFICE

By the Colonial Office, February 1948.



NOTES

In addition there are the Advisers. (14 main Advisers and Staff) viz., Adviser on Agriculture, Animal Health, Co-operation, Development, Planning, Education, Fisheries, Forestry, Inland Transport; Labour, Law, Medicine, Social Welfare, Surveys (Geological), Surveys (Topographical).

The Advisers are formally Advisers to the Secretary of State and have the right of direct access to him, but they work with the Colonial Office as a whole, and normally their advice is given to an Assistant Secretary (Head of Department), or to an Assistant Under Secretary of State. They advise on questions in the field arising in any Department, but normally they will deal with one particular Department in respect of matters of general Colonial policy, e.g., the Labour Adviser advises individual geographical Departments on individual territorial questions but one of the Social Service Departments on matters of general labour policy.

* It is at present proposed that this Assistant Under Secretary of State (Mr. Gorall Barnes) will take over the Research Department some two or three months after he comes to the Colonial Office.

ANNEX B

MINERALS AND INDUSTRY IN NIGERIA

By the Director of Geological Survey, Nigeria

1. Contrary to the belief of many, Nigeria is by no means well-supplied with economic minerals and thus industrialisation has been hindered and delayed. Nigeria, however, is more fortunate than her neighbours in having large supplies of coal and lignite and it would seem reasonable that industries that can use coal or power derived from coal should be among the first to be considered. Until now there has been little exploration of the potentialities of the coal, far less development of its use. Nigeria too has a large population, probably not far short of 25 million, to provide workers in industry and a market for its products. There is, on the debit side, a considerable lack of "know how" and this will have to be overcome by imported supervision and by careful training as industry is developed.

2. The minerals mainly used in industry are not the romantic highly priced species like gold, platinum, tin and diamonds, but the humble minerals such as coal, iron ore, limestone, clay, sand, salt, sulphur, etc., the cost of which is to be reckoned in shillings per ton. These must be obtainable cheaply and in great quantity and no great progress is possible without suitably disposed or easily available coal and iron ore. The mining, quarrying, in general the winning of minerals, must be economic, that is it must yield a profit, and this involves many considerations in addition to geological. The question of profit depends upon the amount and price of the mineral, upon the cost of winning, treating, transporting and marketing it, and upon the degree of support or protection afforded by Government. Much turns upon the geographical location of the deposit. Distances in Nigeria are very great, railways are few, and land transport is expensive. This has a serious effect on the development of low priced minerals.

3. Complete industrialisation calls for the minerals and mineral products listed in Table I. Those which are unknown in Nigeria in economic quantities—they may exist as mineralogical curiosities—are placed within brackets: those of which the supply is seriously deficient are underlined>. Scrutiny of the Table will show that the opening sentence is amply justified.

TABLE I

The Mineral Fuels : Coal : (Oil) : (Gas).

Iron and Ferroalloy Metals : Iron : (Manganese) : (Nickel) : (Chromium) : (Molybdenum) : *Tungsten* : (Vanadium) : (Cobalt) : Niobium.

The Non-ferrous Metals : (Copper) : Lead and Zinc : Tin : (Aluminium).

Minor Metals and Related Non-metals : (Antimony) : (Arsenic) : *Beryllium* : (Bismuth) : (Cadmium) : (Magnesium) : (Mercury) : (Radium and Uranium) : (Selenium and Tellurium) : *Tantalum* : *Titanium* : *Zirconium*.

Structural and Building Materials : Lime and Cement : (Gypsum) : (Magnesite) : (Mineral Pigments) : *Bitumen*.

Ceramic Materials : Clay : *Felspar*.

Chemical Minerals : *Salt* : (Borax and Borates) : (Potash and Soda) : (Sulphur and Pyrite) : (Nitrates) : (Lithium).

Metallurgical and Refractory Materials : *Fluorspar* : (Cryolite) : *Graphite* : Lime and Limestone : Foundry Sands : Sillimanite.

Industrial and Manufacturing Materials : (Asbestos) : *Mica* : Talc : (Barite) : Glass Sands : Mineral fillers : Mineral filters : (Fuller's earth).

Fertilizer Minerals : (Potash) : (Nitrates) : *Phosphates* : Limestone and Lime : (Sulphur).

Abrasives : *Diamond* : (Corundum) : *Garnet* : Diatomite.

4. *The Mineral Fuels*: Industrialisation depends on power being freely available and without it there can be no industrial development. The present mineral sources of utilizable power are coal, oil and natural gas. Despite advances made in the use of oil, it cannot wholly replace coal, nor can water power.

5. The Nigerian coals are sub-bituminous (black coals) of Cretaceous age and lignites (brown coal) of Tertiary age. The lignites which reach their greatest development to the west of the Niger were discovered in 1904. They have received little attention since the higher quality black coals were located east of the Niger in 1909. In general, the quality of a coal depends mainly, though not wholly, on its geological age and the Nigerian coals and lignites are of poorer quality than the older coals of, say, the British Carboniferous.

6. *The Black Coals*: The black coals occur mainly in Onitsha Province, though there are outcrops further to the north in the valleys of the Benue and Gongola. They occur in seams of two different ages in the Lower and Upper Coal Measures. The seams of the lower measures outcrop along the Enugu Escarpment: those of the upper measures are found mainly to the south-west of Nsukka. The lower measures appear to yield the better coals, considerable quantities of which are to be found in the Obolo neighbourhood east of Nsukka in addition to those now being mined at Enugu. Though an exact estimate cannot yet be made of the reserves, there is no doubt that they are substantial and adequate to meet foreseeable needs for a long time. The black coals are semi-bituminous and of fair quality. As mined, they rival the lignites for production of oils, as they are much lower in moisture. They are superior to the lignites as a straight fuel and so for the manufacture of electrical energy. The continued use of the black coals raw as a straight fuel is worthy of reconsideration. It seems likely that by cleaning and processing, perhaps briquetting, a better, more easily and cheaply transportable product of better thermal value can be obtained leaving valuable by-products and an inferior fuel for use near the colliery. Increased export of coal must await improved transport, possibly the doubling of the single line, from Enugu to Port Harcourt.

7. *The Lignites*: The main outcrops are found close to the Niger in Benin and Onitsha Provinces. In some places they form beds over 20 feet thick and in one section near Obonkpa, out of a total of 250 feet exposed in the valley side, 80 feet are lignites. The lignites extend west to the Ogun River in Abeokuta Province but recent work, not yet complete, indicates that beds of economic thickness are unlikely to occur.

8. The lignites, while not as thick or extensive as the Australian, American or German lignites, are nevertheless to be reckoned in hundreds of millions of tons. They are overlain by a considerable thickness of sands and clays and, except over quite small areas, they could not be mined by stripping methods using power shovels. They would require to be won by underground mining with its extra expense and effort. Small quantities of lignite have from time to time been used raw as fuel and briquetting experiments have been made: it is now unlikely that they will have any use as a straight fuel or even as briquettes without preliminary processing. As a straight fuel they are unable to compete with the Enugu black coals. They have a lower thermal value, produce more ash, break up more and contain more moisture than the black coals. The main outcrops are relatively remote from the railway.

9. Lignites in other countries support important industries especially power production. In Germany, they have been used for the production of oils and in the manufacture of synthetic petrol. Whether the Nigerian lignites could support similar industries is a matter for examination and the Powell Duffryn Technical Services team now in the country are conducting such an examination. Certain of the lignites are known to produce on treatment as much as 40 gallons of mixed oils per dry ton in addition to a wax resembling montan wax, tar, ammoniacal liquor and residual fuel. There is no doubt that a very large internal market exists for these products if they can be produced at an economic cost.

10. It is possible that the lignites might be used for production of electrical energy either powdered raw or perhaps after processing, but the black coals are much more favourably situated, and power generated at Enugu could be used for the railway and easily distributed west across the Niger. The lignites have perhaps not received the attention they merit, when recent advances in technology are considered. At present they are being examined by the Powell Duffryn Technical Services team in co-operation with the Geological Survey. With Nigeria's great population, if illuminating or automotive oils can be produced from lignite at a competitive cost, and a use can be found for the residual fuel, there is a future

for a lignite-processing industry. Organic chemicals, drugs, dyes and explosives may be produced from distillation products of coal and lignite. Such a development would be an extension of a coke oven industry or of the processing of lignite.

11. *Oil*: Exploration for oil began early in the century along the coast to the east of Lagos where tar sands occur, but the beds dip away under the sea out of reach. Attention has been given to the possibility of finding oil in the upper part of the Niger delta mainly in Owerri Province: extensive geological and geophysical surveys and some drilling have been carried out by Shell D'Arcy Exploration Parties. So far conditions have proved difficult and no locations for production drilling have yet been indicated. The other areas of sedimentary rocks in Nigeria seem less likely to yield oil. For the time being, therefore, there is little hope of any oil refining industry or of any industry based on oils derived from local crude oil. No natural gas is known in Nigeria.

12. *Iron and the Ferro-alloy Metals*: After coal, iron ore is the most important mineral required in industry. If iron and steel manufacture is possible, many secondary industries follow. There is a general idea that iron ore is found widespread in Nigeria: most people know the surface ironstone and consider it to be an iron ore. The iron content, the tenor of the ironstone, is low and the material is useless as an ore of iron. It is, of course, true that selected ironstone has been used by local ironsmelters, but if the costs of production of such smelting were investigated they would be shown to be uneconomic. There is, however, a possible source of iron ore—Mt. Patti, near Lokoja, at the confluence of the Niger and the Benue. The deposits there have never been examined in detail and this must be borne in mind in reading what follows. They were estimated from investigation around their periphery to contain approximately 2 thousand million tons of ore of fair tenor running about 50 per cent. metallic iron. Analyses showed that the ores are high in phosphorus but that might be overcome. The ore is favourably situated for open-cast mining and for transport to the river by some gravity device.

13. The question of the export of iron ore must be considered and at present there is, in the country, a prospecting party from the Bethlehem Steel Company Inc., a United States concern. They state that they are interested in ore within about sixty miles of navigable water. Their attention has been directed to the Lokoja ores: the other known deposits in the Oyo Province and below the basalt lavas in the Cameroons are probably too remote for exploitation at present.

14. The only other metals of this group known to occur in Nigeria are tungsten and niobium, so that a specialised steel industry would require the import of ferroalloy metals. Manganese is conveniently available in the Gold Coast: After much effort to produce tungsten (ore, wolfram) during both wars it has to be admitted that reserves in Nigeria were never great and they are now close to exhaustion. Niobium is used in the production of special steels resistant to corrosion and high temperature. It is very doubtful if the production of niobium steels would be a possible industry. The mining of columbite, the ore of niobium, seems likely, at present prices for the mineral, to decline as the output of tin declines.

15. *The Non-Ferrous Metals*: No copper nor aluminium ore is known to occur in Nigeria: thus the important electrical and aluminium industries, the manufacture of many important alloys like brass and bronze and much of the range of light metal alloys are ruled out. The possibility of smelting Gold Coast Bauxite in Nigeria, using electrical energy derived from the coal or lignite might be considered. It was stated recently, however, that the Gold Coast were actively concerned in developing hydro-electric power and if an adequate amount were produced, they might prefer to smelt the bauxite themselves.

16. *Tinstone*, the ore of tin, is exported at the present rate of about 12,000 tons per annum, but it is known from reports by the mining companies that ore reserves are fast being consumed and that the tin-mining industry will cease to be a serious factor in Nigerian economy before many years lapse. In these circumstances, it is probably impracticable at this late date to initiate a tin-smelting industry. Indeed it is unlikely that a tin-smelting industry was possible at any time in Nigeria. Ten to fifteen thousand tons of ore per annum is not enough to justify the building of

a smelter, unless possibly smelting of say, local tinstone, lead and zinc ores, and Gold Coast bauxite could be done in one works with one power source. The processes of smelting are quite different in each case.

17. There have recently been reports that world reserves of lead, particularly, and zinc, the ores of which are generally found together, are short and prices for the metals are relatively high. In Ogoja Province and to a less extent in the provinces bordering the Benue, there are many lead-zinc lodes most of which have been mined in a small way. It is estimated that there are, at the least, thirty such lodes with an aggregate length of about 20,000 feet and it may be hazarded that many remain to be discovered perhaps by careful surface prospecting, by geophysical and geochemical methods, or by aerial photography. The most favourable area appears to be in Ogoja Province where geophysical work and diamond drilling are in progress. Should these investigations prove successful, there may arise a lead-zinc mining industry to replace the fading tin-mining industry. Further, it has been the custom to export Nigerian lead and zinc concentrates for smelting. The question of smelting these concentrates at Enugu and exporting the metals is worth consideration. The processes of extracting the metals from their ores are not unduly complex. It is doubtful, however, if any local subsidiary industries could be based on the lead and zinc metal. If thin steel plate could be made from the Lokoja iron ores, it might be used with zinc to produce galvanised sheets for the manufacture of food cans, roofing, buckets, etc. The lead might be employed in the making of batteries.

18. *Minor Metals and related Non-metals:* Regarding these there is little to be said. Only four are known in Nigeria and two, beryllium (ore, beryl) and tantalum (ore, tantalite), are so deficient in quantity that despite good prices there is practically no production. The ores of titanium, ilmenite and rutile, are found in every alluvial concentrate and ilmenite is almost invariably the most abundant mineral present. A reply to a query put to the Imperial Institute regarding prices contained the following ". . . the demand for ilmenite appears to be greater than ever . . . With new plants for the manufacture of titanium oxide being built in many parts of the world, it is expected that this demand will be maintained and probably exceeded." The price of the ore, however, is low, about £6 per ton c.i.f. United Kingdom. Titanium white, a product of the treatment of ilmenite with sulphuric acid and used in the manufacture of white paint, for smoke-screen and sky-writing materials, is £42 per ton. Zircon, the ore of zirconium, is found in almost all alluvial concentrates but concentrations are poor and it has never been possible to mine it economically.

19. The minor metals are indispensable in modern secondary industries. Without them such industries as metal type-making, collapsible tubes for toothpaste, bullet-moulding, light aeroplane alloys, neon signs, electric fires, boiler safety plugs, anti-friction metals, photographic materials, fireworks, cameras, surveying instruments, artificial limbs, brass and bronze, flashlights, signal flares, incendiary bombs, anti-fouling paint, thermometers and barometers, luminous paint, rubber vulcanizing, "electric eyes," burglar alarms, surgical and dental instruments, white paint, smoke screens and skywriting, and scores more are impossible.

20. *Structural and Building Materials:* Limestone is found in almost every province, but to convert it into lime, cheap fuel is required. In Nigeria it is not possible to establish a lime-burning industry using wood fuel as the stripping of vegetation would have serious results on soil conservation. Cement, which is manufactured by burning together limestone and clay or shale, cannot be made using wood fuel. Therefore, lime and cement industries must be sited close to the coal-field. Generally, Nigerian limestones occur in thin beds and are therefore not easily quarried. However, at Nkalagu and Igumale near Enugu there are thicker limestones more suitably disposed for quarrying. There is also the possibility of thicker limestones near the Cross river, rather more remote from Enugu. A lime or cement works in the Enugu area has been considered at various times, but each time the conclusion has been reached that it would be uneconomic. It might be worth investigating whether a project for the manufacture of cement, agricultural lime, bricks, tiles and sewer pipe at Enugu using waste for fuel from the colliery would be economic.

21. Bitumen sands occur near the coast east of Lagos, but despite the great need for the mineral in both wars, there has never been any economic exploitation. There is here another opportunity for investigation by local industrialists.

22. *Ceramic Minerals*: The ceramic industry utilizes common minerals and rocks to produce bricks and tiles, chinaware and porcelain. The chief raw material is clay which is found everywhere. Earthenware is manufactured throughout Nigeria using local clays of various origins. There is little doubt that a considerable range of ceramic goods could be made in the country if the price of the finished article were low enough to compete with imported goods. Excellent clays that could be put to a variety of uses are found in the Western and Eastern Provinces. Thick, white sedimentary clays are known in Abeokuta Province but these are far removed from any cheap source of fuel. These clays could be used for a whole range of articles from china and pottery, tiles, vitrified and enamelled bricks to sanitary ware and sewer pipes. Good quality clays are also found in Onitsha, Owerri and Benin Provinces nearer to fuel. Shales may be used instead of clays for cheaper products such as sewer pipe where the main need is for strength rather than appearance. Shales are abundant at Enugu and either they or the surface clays might be the source of raw materials for a brick-making industry.

23. Felspar is used in the making of pottery both in the body of the ware and in the glaze. It is used in enamels for household utensils, tiles and porcelain sanitary articles. There is a great abundance of felspar in the granite rocks of Nigeria but concentrations of economic size are few. Potash felspar (microcline and orthoclase) is the most important, and commercial supplies are usually derived from pegmatite dykes. Such felspar-bearing dykes outcrop in many parts of Nigeria, but individually they are small. Perhaps the best are in the Egbe area of Ilorin Province, but they are very remote and far from established transport lines. Felspar is a low priced mineral and Scandinavian felspar is delivered to inland mills in England at £5 per ton.

24. *Chemical Minerals*: The complete absence of economic deposits of sulphur and pyrite is a serious hindrance to industrialisation in Nigeria. Without sulphur or pyrite, manufacture of sulphuric acid, the keystone of the chemical and fertilizer industries and of many others, is not possible. Sulphur and sulphuric acid enter into the industries shown below:

Raw Sulphur.

Heavy chemicals.
Fertilizer and Insecticides.
Paper and Pulp.
Explosives.
Paint and Varnish.
Dyes and Coal Tar Products.
Rubber and Synthetic Rubber.
Food Products, etc.

Sulphuric Acid.

Fertilizers.
Oil refining.
Iron and Steel.
Chemicals.
Coal Products.
Paints and Pigments.
Rayon and Film.
Explosives.
Textiles.
Sugar, etc.

25. There is at present an important deficiency in common salt. Salt is so widespread in its uses that the materials made from it or requiring its use for their manufacture are continually met in everyday life. Some of its uses are:

The manufacture of soda, soda bicarbonate, caustic soda and many acids.
The treating, smelting and refining of ores and metals.
The tinning of foods; the making of soaps, dyes, emulsions; tanning.
The making of explosives; the bleaching of cotton and paper.
The manufacture of fertilizers, weed eradicators, insecticides.
The refrigeration industry, and in the preparation of drugs, medicines, cleansers and whiteners.

The folded Cretaceous rocks of the Benue valley provide many diluted brine springs now the centres of small salt industries. Some of these might be developed into important sources of salt if the cost of manufacture and distribution could be kept low enough. The deposits are well placed for distribution by river.

26. The absence or scarcity of chemical minerals in Nigeria is crippling for they are the essential tools of almost every secondary industry and a necessity for agriculture. Processing of coal or lignite would yield ammonia, enabling some nitrate to be made available, but the quantities would be small, say half of one per cent. of the coal treated.

27. *Metallurgical and refractory minerals*: Fluorspar occurs in small quantities in the lead-zinc lodes of the Benue valley. The quantity is small and the geographical position is against successful exploitation. Fluorspar is important in the basic open-hearth process of steel making, which is the process that might be used for converting local pig iron. Fluorspar is also employed in the smelting of lead ores, in the manufacture of calcium carbide, insecticides, dyestuffs, refrigerating fluids, and in the ceramic industry. Graphite occurs in graphite schists in Zaria Province, but it is impure and unsuited for industrial use except possibly for certain paints. Graphite is used to manufacture lead pencils, lubricants, paints, dynamo brushes, stove polish and crucibles for melting brass, steel and other metals. Limestones have been discussed above. Locally produced foundry sands are not generally used in Nigeria, but if required in quantity they could almost certainly be found. Sillimanite, a refractory mineral now used in the United States in the manufacture of sparking plugs, is found abundantly in Oyo Province near the railway.

28. *Industrial and Manufacturing Materials*: A large number of non-metallic minerals are used for manufacturing purposes as raw materials or in the production of other articles but few of these have been found locally. Mica is essential in the manufacture of electrical equipment. The mineral is very common in Nigeria, especially in the central area of ancient rocks, but no economic deposits have yet been discovered. Talcose schists outcrop in Ilorin and Oyo Provinces, but the grade is low and the mineral would require refining by grinding and blowing before it could be used. Glass sands must have a high content of silica with some lime, magnesia and alkalis. The grains must be small and even in size. Sands suitable for making bottles and rough glassware could be found in Nigeria and given cheap power for furnaces, a glass-making industry should be possible. The abundant diatomite deposits of Bornu provide a source of minerals fillers and filters. Fillers are used to give body, weight and polish to paper, rubber, etc., and mineral filters for clarifying and purifying oils, fats, chemicals, sugars, etc.

29. *Fertilizer Minerals*: The limestone deposits have been discussed above. They are nearly always found in thin beds and remote from coal so that their conversion to lime for application as fertilizers may be uneconomic. The only thick deposits near coal are at Nkalagu and Igumale near the eastern railway and somewhat further away on the Cross River. The only other fertilizer mineral is the phosphate near Oshosun on the western railway. The quantity available there is too small and the quality too poor to merit serious consideration and without sulphuric acid it cannot be converted to the more soluble superphosphate. It is possible that additional quantities could be located by drilling but mining of thin phosphate beds even by power stripping is not an economic proposition. Some nitrate could be provided by processing of coal or lignite.

30. *Abrasives*: Diamond and garnet are known in Nigeria but they have never been found in economic concentrations. Large deposits of diatomite and diatomaceous earth occur in the western and south-western parts of Bornu Province and in northern Bauchi Province. Diatomite is in common use as an abrasive and polisher, but its geographical position remote from any centre of industry prevents the development of the Bornu deposits and the small quantities of diatomite used in Nigeria are imported.

April, 1948.

ANNEX C

THE CROWN AGENTS FOR THE COLONIES

By the Crown Agents

1. The Crown Agents act as commercial and financial agents in the United Kingdom for the Governments of all the Colonies for the administration of which the Secretary of State for the Colonies is ultimately responsible, including territories

under the protection of His Majesty and territories administered on behalf of the United Nations. They also act in a general advisory capacity for civil and mechanical engineering work in those territories. They receive instructions direct from the Governments for which they act but are supervised by the Secretary of State. In addition to the business of the Colonial and other Governments mentioned above, the Crown Agents transact, with the sanction of the Secretary of State, similar business for various public bodies such as Municipal and Harbour Authorities situated in those territories. They also perform agency functions for the Governments of Ceylon, Newfoundland, Iraq and Trans-Jordan.

2. The Crown Agents are appointed by the Secretary of State who fixes their salaries and pensions, regulates the appointment and the salaries and pensions of their staff, and exercises a general control over the funds by which their office is maintained. The executive and clerical staffs are recruited mainly from the competitive examination lists of the Civil Service Commissioners and are in a similar position to Civil Servants. The engineering staff is recruited upon professional qualification and includes members who have held senior rank in the Colonial Service.

3. The Crown Agents' office is financially self-supporting, commissions for work done being charged to the Governments which it serves. These commissions are at low rates approved by the Secretary of State. No vote for the office comes before Parliament. Any surplus of revenue over expenditure goes into a reserve fund to cover pension and similar liabilities and to provide for possible deficits in lean years. If the reserve becomes more than sufficient, the question of disposing of the surplus by reduction of charges or refund to the principals is raised with the Secretary of State. The surplus of the Office Fund for the year 1946 permitted the return to the principals of a sum of £250,000 divided pro rata on the scale of business done. The revenue of the office for 1947 was £1,040,000 and the expenditure £620,000.

4. The chief heads under which business is transacted by the Crown Agents are:—

- (1) The purchase, inspection, shipment and insurance of stores of all kinds.
- (2) The design of bridges, buildings and other engineering structures; the preparation of specifications for, and the examination and approval of, detailed designs of locomotives, rolling stock, cranes, etc.
- (3) The negotiation of contracts for the execution of public works and the preparation of designs and general advice relating to such works whether carried out by contract or departmentally, consulting engineers being employed in special cases.
- (4) The negotiation, issue, management (including management of sinking fund and payment of interest) and repayment of loans.
- (5) The investment of surplus balances, reserve and depreciation funds, currency funds and the like.
- (6) The payment of salaries to officers on leave of absence in this country, allotments and remittances to their families and pensions to retired officers, widows and orphans.
- (7) The selection and engagement of candidates for appointments of certain classes, mainly technical, and the provision of passages for these officers and for officers returning from leave of absence.
- (8) A variety of miscellaneous business.

5. The Crown Agents' office is organized in Departments corresponding broadly with the above heads of business. On the non-engineering side these are:—

Appointments and Passages;

Pay (and includes management of the East and West African Widows' and Orphans' Pension Schemes);

Finance;

General (includes office establishment);

Shipping (includes management of the pooled Marine Insurance Scheme);

Stores (arrangements for purchase on indent from the Crown Agents' principals of stores of all kinds not requiring engineering knowledge, e.g.

clothing, equipment, textiles, drugs, chemicals and other hospital supplies, paint, tar, cement, oil, stationery, Colonial stamps and currency notes, etc.; includes a clothing store and packing warehouse, and staff for the inspection of clothing etc., and notes and stamps).

6. Some of these departments are concerned with the supply of capital equipment in an ancillary sense, e.g. shipping, but the principal responsibility in this connection rests with the departments of the engineering side which are organized in the following departments under the general direction of an Engineer-in-Chief:—

Engineering (Civil), under a Chief Civil Engineer, dealing with design of bridges, buildings and other engineering structures, negotiation of contracts, preparation of designs and general advice relating to public works, and procurement of supplies in these connections. The staff of the department is predominantly professional and the department possesses its own drawing office.

Engineering (Mechanical), under a Chief Mechanical Engineer, dealing with preparation of specifications for, and the examination and approval of detailed designs of locomotives, rolling stock, cranes, etc.; with procurement of such items, and of electrical plant, road transport, vessels and other supplies of engineering character. The staff of the department is predominantly professional and the department possesses its own drawing office.

Engineering (Inspection), under a Chief Inspecting Engineer, dealing with testing and inspection of engineering supplies during manufacture, supervision of packing and protection for shipment and of the preparation of erection instructions and drawings. Its staff includes a considerable number of inspectors resident in industrial centres.

A section of non-professional staff, common to the Civil and Mechanical departments and responsible directly to the Engineer-in-Chief assists with procurement of supplies and deals with progress and such functions.

7. The total staff employed is approximately 975 including 70 engineering inspectors stationed throughout the country. The salary bill for 1947 was £362,000. In addition the Crown Agents employ firms of shipping agents at the chief ports except at London where they do their own shipping from a sub-office in the City. They employ firms of solicitors for legal business, a firm of stockbrokers in connection with their investment and loan business and engage various firms of Consulting Engineers as required.

8. In the years 1946 and 1947 the Crown Agents supplied an unprecedented quantity of goods to their overseas principals—over 800,000 tons exceeding £39,000,000 in value. It is not possible to say what proportion of these goods represents capital equipment for schemes under the Colonial Development and Welfare Act, but statistics can be given to show the volume of orders placed, the amount shipped and the extent to which demands were not fulfilled. These statistics are given in Schedules A and B.

9. The following comments may assist in examining the figures in the two schedules.

Schedule A

(a) The figures for tonnage and consignments do not include shipments from outside the United Kingdom or new marine vessels leaving the United Kingdom under their own power.

(b) The figures show a gap of about £18½m. between the values of orders placed and the values of the goods shipped over the two years. The values of shipments in any one year relate only partially to orders placed in that year. Owing to protracted deliveries, many of the shipments were the result of orders placed the previous year or even earlier. Likewise goods of substantial value ordered in 1946 and 1947 will not be shipped until at least 1948 or 1949. For example some £9m. worth of locomotives, boilers, wagons and marine vessels were outstanding at the end of 1947, but were for the most part in course of manufacture. Large orders for carriage stock, electrical plant, telephone exchanges, etc. were also outstanding at the end of 1947 and the periods for their deliveries range from 1948 to 1950.

Schedule B

It may be taken that, the Crown Agents can and do place orders for practically all the manufactured goods called for, the only difficulty being in securing reasonable delivery dates. More serious difficulties arise from the shortage of finished steel. Schedule B shows the outstanding materials which the Crown Agents are as yet unable to order and also those for which orders have been placed but which the contractors cannot supply pending the receipt of the necessary raw materials. It should be noted that indents for such supplies are constantly arriving. The figures given represent the accumulated quantities. The Crown Agents get supplies of these items from time to time, but not sufficient to make any appreciable reduction in the volume of outstanding demands. The main tonnage outstanding relates to rails and sleepers, and a statement is available showing these requirements in detail. The Trade Associations concerned have copies of this statement, and on them they base their quarterly allocations to the Crown Agents. Quantities so allocated vary from quarter to quarter, but it may be mentioned that for Period II 1948, 700 tons of rails and a similar quantity of sleepers have been allocated; in addition the Crown Agents are getting in Period II 2,000 tons of rails for the Tanganyika Railway for the purposes of the Groundnut Scheme.

10. So far as cement is concerned, generally speaking there is no difficulty in supply provided consignments can be accepted in paper bags. If steel drums are insisted upon, there is bound to be delay owing to the shortage of steel. The various Colonial Governments have furnished to the Colonial Office their requirements for the year 1948, giving figures of Government and commercial requirements separately. The total of Government requirements is approximately 326,000 tons. The Colonial Office after consultation with the Board of Trade and Ministry of Works will decide the allocation for each destination, and it is expected that the allocation will amount to about 80 per cent. of the total requirements. There may be some difficulty in obtaining shipping space for some of the destinations.

11. There is no system of priorities for manufactured goods which could be invoked by the Crown Agents for their more urgent demands and early delivery in such cases can be obtained only by pressing orders with the manufacturers with the lightest load or by persuading a manufacturer to give a particular order preferential treatment in view of the urgency with which it is required. Persuasion on similar lines is brought to bear on the sub-contractors when necessary, and approach is also made on occasion to the Ministry of Supply when the contractors are held up for lack of steel.

12. Production of Railway Locomotives and Wagons is programmed by the Ministry of Supply. The Crown Agents notify the Ministry of orders, pending. The Ministry prepares the overall picture of the Home and Export demands and an inter-departmental committee discusses the proposals. The Ministry then allocates orders to particular firms in collaboration with the respective trade associations. The Crown Agents, like other applicants, are not always satisfied with the priority allotted to their requirements.

13. Supplies of finished steel (e.g. sheets, bars, rails, rods, etc.) are limited by the allocation made by the Board of Trade to industry for export. The Board of Trade sub-divide their allocations into various categories, but the amounts so made available are at present not adequate to enable the Crown Agents' requirements to be met. In the case of particularly urgent demands, which the Government of the Colony has certified to the Secretary of State as being essential in the highest degree, the Crown Agents approach the Board of Trade who if they accept the demand arrange for its fulfilment by the industry. In other cases of not such overriding urgency the Crown Agents are dependent on the good will of their contractors, who have of course more demands than they can possibly fill.

14. It is the constant aim of the Crown Agents to improve the supply of goods to their overseas principals. Colonial governments are kept advised of the delivery position and urged to place orders as long in advance as possible. In the case of railway rolling stock they have been advised to determine what stock will be required in the next 3, 4 or 5 years, and at once place orders with the Crown Agents. They have also been advised to keep to standard designs as far as practicable, as orders for special designs are most difficult to place and very long

deliveries are certain to be quoted. If colonial government requirements of the materials specified in Schedule B are to be met more adequately, an increased allocation is necessary which implies a reduction of allocation in some other quarter. The Crown Agents' purchases of finished steel would be facilitated if they were given a separate allocation (of adequate amount) or a sub-allocation of the export allocation managed by the Board of Trade.

SCHEDULE A

Year	Orders placed		Goods shipped		
	No.	Value (f.o.b.) in £'s	Value (c & f) in £'s	Tonnage (Weight and Measurement)	No. of Consignments
1946 ...	52,716	26,363,252	18,294,091	438,000	56,000
1947 ...	60,994	26,562,803	20,981,000	395,000	64,000
		52,926,055	39,275,091		
			Deduct for Freight say	5,100,000	
				34,175,091	

SCHEDULE B

MAIN OUTSTANDING ITEMS

Materials	Tonnage	Approx. Values £	Remarks
Steel bars	9,830	256,000	These represent the present outstanding quantities against Indents. Orders are placed as opportunities arise but such orders amount in present conditions only to a fraction of the total requirements.
Galvanized Sheets	5,700	228,000	
Pig Iron	1,105	14,000	
Nails	182	6,000	
Rails	47,634	953,000	
Sleepers (steel)	13,134	328,000	
Fishplates	1,196	31,000	
Galvanized Pipes	3,000	135,000	
TOTAL		1,951,000	
Steel Sections (heavy)	2,521	61,000	Orders placed but Contractors cannot proceed pending their allocation of raw material.
Steel Plates (heavy)	5,822	140,000	
Re-rolled Sections	3,456	104,000	
Black Steel Sheets	45	1,000	
Galvanized Sheets and Plates	17	1,000	
Steel Forged Bars	233	10,000	
Bright Steel Bars	32	2,000	
Castings	310	19,000	
Structural Steel	2,450	147,000	
TOTAL		485,000	

ANNEX D

MOBILE MEDICAL SERVICES—NIGERIA

By the Medical Officer in charge of the Sleeping Sickness Service

These comprise the Sleeping Sickness Service and the Field Units. They are regarded departmentally as "Nigerian" services coming directly under the Director of Medical Services, but work in close liaison with the Regional Deputy Directors of the department, especially during seasonal epidemics.

The Sleeping Sickness Service deals primarily with human trypanosomiasis by mass treatment of infected cases found during regular surveys of the population in endemic areas; by the provision in highly infected areas of dispensary facilities; and by clearance against tsetse fly. The main endemic sleeping sickness area in the Northern Provinces covers 100,000 square miles. In recent years, in the absence of any other mobile service, the Sleeping Sickness Service has periodically assisted local staff during epidemics of meningitis, yellow fever and smallpox.

This Service is semi-autonomous, with its own establishment and estimates, the former usually being augmented by a few officers seconded from the parent Medical Department.

The field establishment, with posts at present filled shown in brackets, is roughly:—

	Medical Officers	Entomologists	Control Officers	Superintendents	Attendants, Fly-boys etc.
Treatment	5(3)			4(4)	200
Tsetse Control		2(1)	7(5)	4(3)	80(60)

The treatment section consists largely of experienced staff. The tsetse control section is being re-established after a severe wartime reduction; all save three of the European Officers are new and the full complement of African staff has not yet been recruited and trained.

In 1947, some 800,000 people were examined at surveys and, in the field and at dispensaries, 14,500 cases of sleeping sickness were treated. Tsetse control staff supervised the maintenance and extension of the Anchau tsetse-free Settlement area, and planned or executed protective clearings in several provinces. Sleeping Sickness Service Staff was also responsible for administration, indenting, recruiting, training and erection of buildings for the Field Units.

The functions of the Field Units are defined at para. 13, page 69, of Sessional Paper No. 24—the Ten-Year Development Plan.

They are intended to deal promptly with serious outbreaks of infectious disease and, during non-epidemic periods, to carry out mass treatment for endemic diseases, vaccination, rural health improvements, and health and nutrition surveys.

Recruitment and training of African Staff began in May, 1946. At that time only a few incomplete R.A.F. buildings were available, and no equipment or senior staff except what could be loaned by the Sleeping Sickness Service.

The aim is to form eighteen units or teams, each having a Medical Officer, a Superintendent (ex-R.A.M.C.) and 20 or more orderlies who will be trained in microscopic diagnosis, mass treatment, simple nursing and rural hygiene. At present, the majority of orderlies are ex-Army nurses. Recruitment of European Superintendents has been held up, but now that ex-R.A.M.C. men instead of Sanitary Superintendents may be employed this should be remedied.

In less than two years reasonable equipment has been obtained, old buildings converted and new ones erected to provide a school, hostel, quarters and offices. By March, 1948, a hundred orderlies had been given their primary training course, but less than thirty had had serious practical field training.

During 1947, two teams began field surveys in Benue and Cameroons Provinces. Work was necessarily slow through inexperience and because of changes in medical staff. The backbone of these teams is still formed by dispensary attendants seconded from the Sleeping Sickness Service.

In early 1948 heavier than usual calls for assistance in combatting dry season epidemics arose, particularly in regard to louse-borne relapsing fever in Plateau Province (up to 50 cases a week), cerebrospinal meningitis in Katsina Province (up to 800 cases a week), and smallpox in Sokoto Province. Small teams of partly-trained orderlies were strengthened by S.S. Dispensary Attendants, and S.S. Officers were seconded for this work until there were in the field the equivalent of the five Field Units which existed on paper.

There is no doubting the great value of the work which can be undertaken in rural areas remote from the more static facilities of the ordinary medical service. Reference need only be made to the principal killing epidemics—smallpox and meningitis—and to the more crippling endemic diseases—yaws, ulcers, schistosomiasis—with which mobile units can deal; and to the investigations they can make, for example, into the incidence of malaria, tuberculosis, leprosy and dietetic deficiencies. Such work is possible provided the units are efficiently trained, very well equipped, and led by an adequate staff of experienced officers. The units are the spearhead of the aggressive campaign of preventive work in rural areas, the early development of which is described as essential in para. 5, page 68, of the Ten-Year Plan. In this Plan the difficulty of obtaining qualified medical men is stressed more than once as being a great limiting factor. This has been very true in the case of the Field Units.

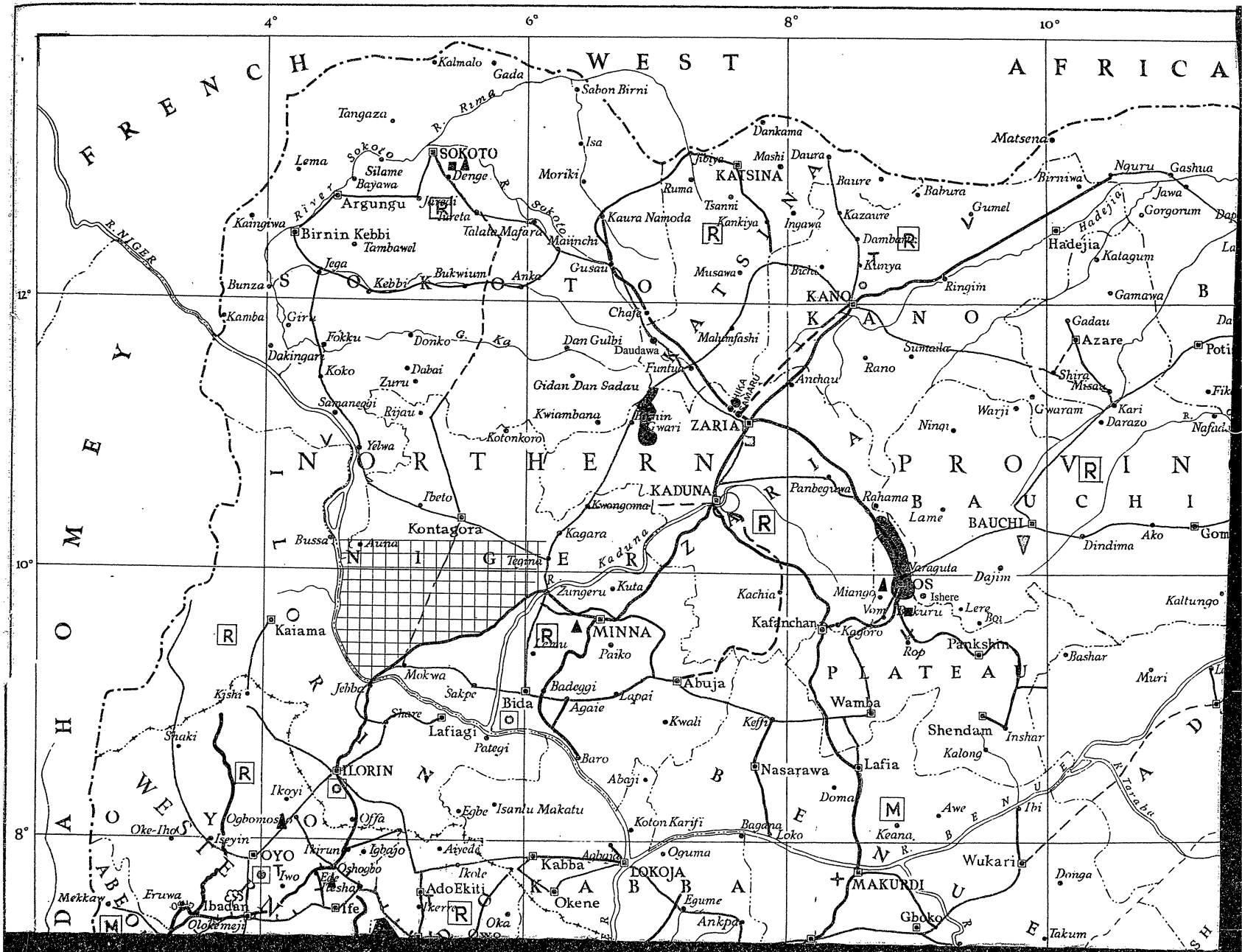
In the 23 months between May, 1946, when recruiting began, and March, 1948, the various medical officers specially posted to field units work have spent a total of only 40 months on duty. There should have been an establishment of three throughout 1946-47, and of five in 1947-48, giving 93 months of duty within the same period. The grave shortage of medical officers has been much more crippling than that of superintendents. Although so many orderlies have been given school courses their practical training, which is the more important, can be completed only under experienced medical officers in the field and these officers must be full-time, not S.S. officers with other duties to perform. The lag in obtaining qualified men in the first two years implies a lack of experienced officers in subsequent years.

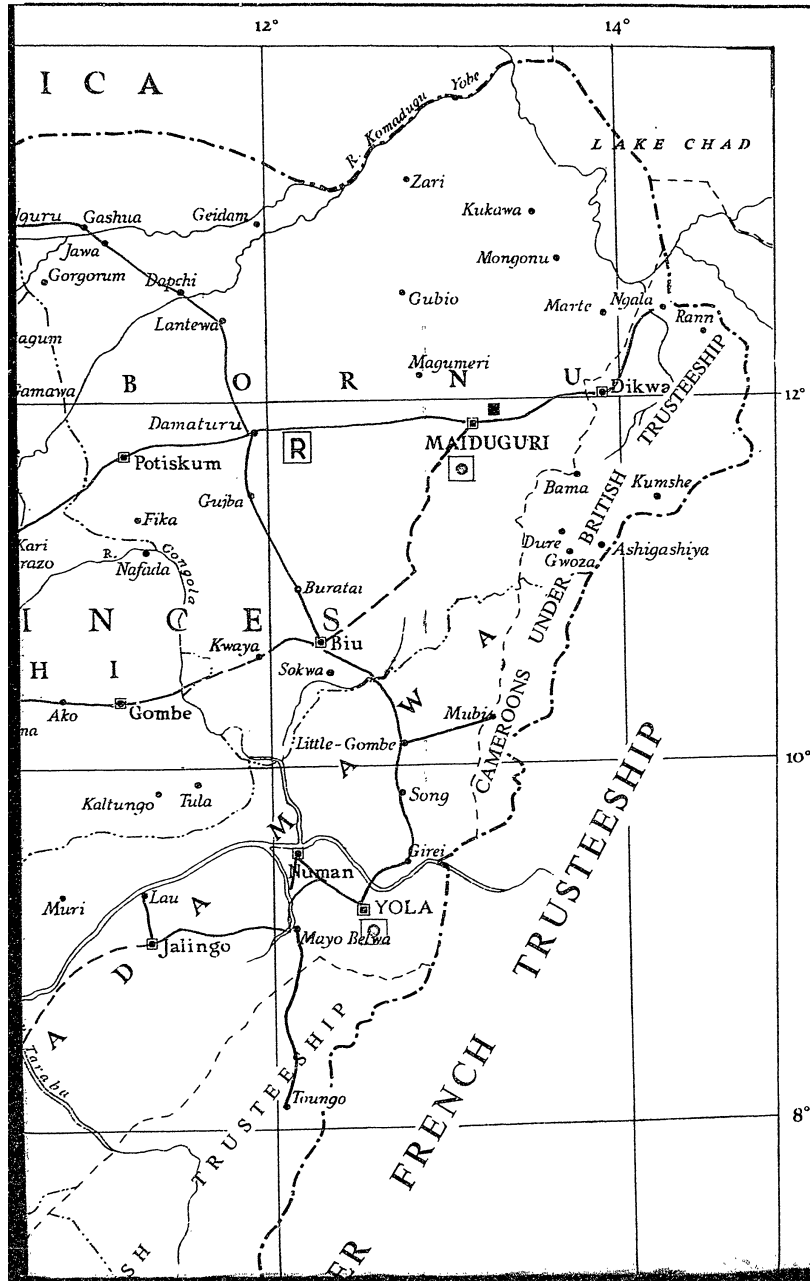
There is a general shortage of medical officers throughout the service, but this seems to have been particularly felt by the Field Units. The causes of the general shortage are acknowledged to lie principally in conditions of salary, pensions and service, which are regarded as adverse compared to those now obtaining and likely to obtain in Great Britain.

In particular, the new salaries which were proposed for Medical Officers (£1,300 maximum) and for Senior Medical Officers (£1,600) have caused objection, since officers of other departments who previously received the same rates now receive £1,600 and £1,750 respectively. Furthermore, medical officers usually join at a later age than do other officers and have less pensionable service. Work with mobile units in rural areas has the added disadvantages that living conditions are arduous, and quite unsuitable for family life, and that clinical experience may be more limited than in hospital practice.

As a partial remedy, it has been recommended that, as was formerly the case in regard to the Sleeping Sickness Service, all new medical officers should be advised that they will be required to serve for a period with the mobile services. Provided there is a small cadre of experienced medical men and a full complement of superintendents, the services could function as was intended. Even with continued co-operation from the staff of the S.S. Service, it will be some years before the Field Units can function fully in regard to major endemic diseases and special investigations, but they will at least be in their earlier years, as they have already been, a welcome aid during serious epidemics.

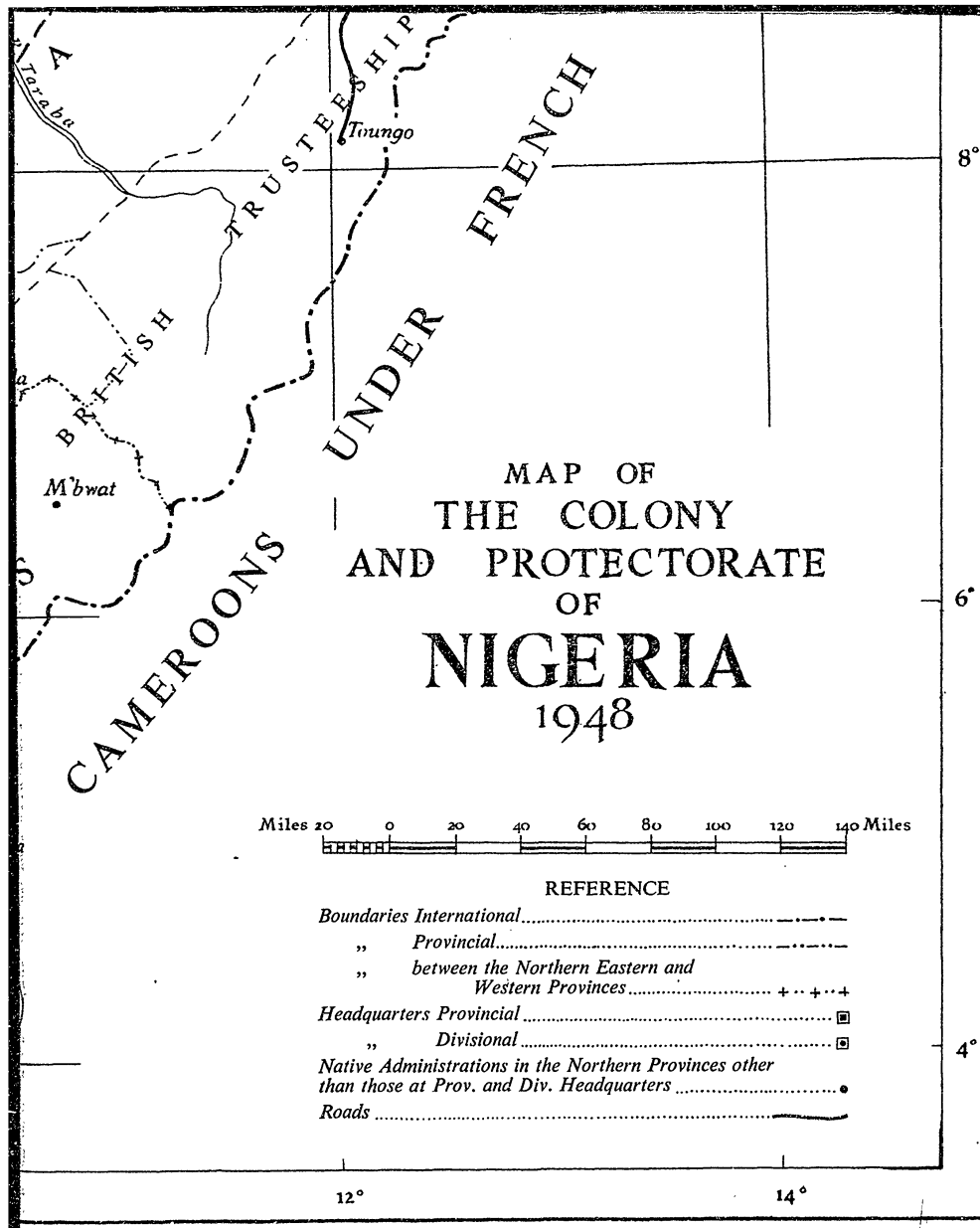
May, 1948.





**REFERENCE
(DEVELOPMENT)**

Agricultural Development	
Liming Demonstration Area.....	
Nipa Palms.....	
Anti-Malaria Stations	
Bamenda-Cross R.-Calabar Scheme.....	
Area Proposed for Groundnut Schemes.....	
Secondary Schools.....	
Training Centres.....	
Technical Schools & Trade Centres.....	
Electricity-Investigation & Development	
Fisheries Development	F
Forestry Schools.....	
Areas of Forest Reserve Development.....	
Gaskiya Corporation Printing Works.....	
Leper Settlements.....	L
Marine Development, Dredging	D
" " Waterways	
" " Bars (Surveys Completed).....	B
Hospitals	+
Medical Field Units.....	
Gold Mining Areas.....	
Coal	
Oil Palm Research Stations.....	
Trunk Road A (Existing)	
" " A (Proposed)	
" " B (Existing)	



- Medical Field Units..... M
- Gold Mining Areas.....
- Coal " ".....
- Oil Palm Research Stations.....
- Trunk Road A (Existing)..... ———
- " " A (Proposed)..... - - - - -
- " " B (Existing)..... ———
- " " B (Proposed)..... - - - - -
- Social Welfare Centres..... S
- Soil Conservation Schemes.....
- Telecommunication..... ———
- Textile Development Centres..... T
- Town Planning & Village Reconstruction..... ▽
- Veterinary Immunization Centres..... V
- Livestock Improvement Centres..... L
- Water Supply Schemes, Urban..... U
- " " " Rural..... R
- " " " Urban (in progress)..... ▲