



COLONIAL OFFICE

THE  
COLONIAL TERRITORIES  
1951-52

*Presented by the Secretary of State for the Colonies to Parliament  
by Command of Her Majesty  
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## DIARY OF SOME EVENTS OF COLONIAL INTEREST, 1951-52

1951

- APRIL ... .. Conference of Colonial Police Commissioners at the Police College, Ryton-on-Dunsmore.  
 Colonial Service Week-end Conference at Queens' College, Cambridge.  
 Secretary of State received a delegation from the Northern Rhodesian Legislative Council to discuss constitutional matters.  
 Agreement signed between Britain and Belgium for the construction of a deepwater berth for Belgian use at Dar es Salaam.  
 Archbishop of Canterbury visited Freetown for the inauguration of the Church of the Province of West Africa.  
 Establishment in Eastern Nigeria of first Nigerian County Council (in Ikot Ekpene).  
 New constitution for Sierra Leone promulgated by Order in Council.  
 Naval Armament Supply Vessel *Bedenham* exploded in Gibraltar harbour causing serious damage in the city.  
 Commission of Unofficials appointed by the Governor of British Honduras to consider questions of constitutional reform presented its report.  
 Publication of White Paper on Renewal by H.M. Government of Declaration accepting the jurisdiction of the International Court of Justice concerning the interpretation, application and validity of any Treaty relating to the boundaries of British Honduras (Cmd. 8206).  
 General election in Singapore for the newly enlarged Legislative Council.  
 Government of the Federation of Malaya decided to export rubber under licence only, except to the Commonwealth and the United States.  
 Introduction of the "member" system of Government in the Federation of Malaya.  
 Mr. T. Hickinbotham appointed Governor of Aden in succession to Sir Reginald Champion.  
 House of Lords debate on British commercial interests in Barbados.
- MAY ... .. Their Majesties the King and Queen visited the Exhibition of Traditional Art from the Colonies and the permanent displays at the Imperial Institute.  
 Her Royal Highness the Duchess of Kent opened new premises for the London Hospital for Tropical Diseases.  
 British Empire Society for the Blind launched an appeal for £1 million to combat blindness in the colonial territories.  
 Conference on women's voluntary work in colonial territories at the Colonial Office.  
 Publication of Lord Hailey's Report on Native Administration in the British African Territories.  
 Secretary of State visited Kenya and Uganda.  
 Announcement of interim changes in Kenya Legislative Council in 1952.  
 Nyasaland celebrated its 60th anniversary as a British Protectorate.  
 Conference on Medical Co-operation in West Africa and African Medical Education Conference in Dakar.  
 General election in Malta.  
 First meeting of the British Caribbean Regional Economic Committee in Barbados.  
 Government of Hong Kong banned exports to China of various kinds of industrial equipment.  
 Governments of the Federation of Malaya and Singapore banned exports of rubber to China.  
 House of Commons debates on exports to China, West African marketing boards, and Colonial Development Corporation.  
 Statements on exports to China, Kenya constitution, and the dissolution of the West African Council and the functions of the new West African Inter-Territorial Conference.

- JUNE ... .. Agreement concluded between the United Kingdom and the United Nations and Specialised Agencies for Technical Assistance under the Expanded Programme.  
 Conference of Colonial Public Relations Officers at the Colonial Office.  
 Conference on the technique of development finance at the Colonial Office.  
 Two missions jointly sponsored by the Secretary of State and Nuffield Foundation to study educational policy in British Africa left for West Africa in June and East Africa in July.  
 Publication of Report on Closer Association in Central Africa and two surveys (Cmd. 8233, 8234, 8235).  
 Nairobi City Council made a further issue of £2 million of 3½ per cent stock.  
 West African Council replaced by West African Inter-Territorial Conference.  
 New constitution for Nigeria promulgated by Order in Council.  
 Gambia constitution amended by Order in Council.  
 British West Indies Housing Conference in Barbados.  
 British West Indies Trade Delegation held talks with United Kingdom officials and then visited Canada.  
 Government of Hong Kong introduced import and further export controls.  
 Publication in Federation of Malaya of Reports of Commissions on Malay Education and Chinese Education.  
 Announcement that Fish Farm Research and Training Institute to be set up at Balik Pulau, Penang will serve all British dependent territories.  
 Decision to transfer Cocos-Keeling Islands to Australia.  
 Government of Mauritius raised a loan of £2,615,000 on the London market.  
 House of Commons debates on exports to China, sugar supplies and Nigerian development plan. Statements on exports to China, closer association in Central Africa, and transfer of Cocos-Keeling Islands to Australia.  
 House of Lords debates on Colonial Development Corporation and colonial development and taxation. Statement on closer association in Central Africa.
- JULY ... .. Agreement signed by the United States and the United Kingdom on technical assistance under the Point Four Programme.  
 Arrival of 90 visitors invited by H.M. Government from United Kingdom overseas territories to take part in Festival of Britain celebrations.  
 Central African Council published the Report of the Inter-Territorial Hydro-Electric Power Commission on the harnessing of the Zambesi River at the Kariba Gorge.  
 Signature of agreement with United States Government whereby £5 million was allotted from Marshall Aid funds to Northern and Southern Rhodesia for development of Rhodesia Railways. Agreement subsequently published as Cmd. 8396.  
 Publication of Report on Development of African Local Government in Tanganyika (Colonial No. 277).  
 Elections under the new constitution began in Nigeria.  
 Trusteeship Council approved an Anglo-French proposal for the formation of a Joint Council for British and French Togoland.  
 Minister of State left for a visit to Fiji, the Solomon Islands and Tonga.  
 Mr. A. N. Galsworthy appointed Chief Secretary of the West African Inter-Territorial Secretariat.  
 House of Commons debate on West Indies.
- AUGUST ... .. Publication of White Paper on Labour Administration in the Colonial Territories 1944-50 (Colonial No. 275).  
 Conference on adult education in the Colonies at Sidney Sussex College, Cambridge.  
 African Defence Facilities Conference in Nairobi.

## AUGUST—(contd.)

Statistics Conference in Salisbury under the auspices of the Commission for Technical Co-operation in Africa.  
 International Regional Education Conference in Nairobi.  
 Delegation from United Kingdom Branch of the Commonwealth Parliamentary Association visited Central Africa, Mauritius and Malta.  
 Secretary of State visited Central Africa on his way to the conference on Central African federation at Victoria Falls.  
 £2 million allotted from Marshall Aid funds for development of new sources of copper and cobalt in Northern Rhodesia.  
 United Nations Trusteeship Council Mission visited Tanganyika.  
 Publication of the Report of the Committee on Constitutional Development in Tanganyika.  
 Introduction of unified currency into the Eastern Group of the British Caribbean Territories began with the issue of new currency notes.  
 Hurricane in Jamaica caused widespread damage and 168 deaths. Secretary of State launched appeal for a Hurricane Relief Fund. H.M. Government made an immediate grant of £250,000.  
 Government of British Guiana raised loan of £2,180,000 on the London market.  
 Announcement that post of High Commissioner for the Western Pacific will be separated from the Governorship of Fiji.  
 Compulsory service introduced in Hong Kong.  
 Publication of the Report of the Commission of Enquiry into the Disorders in Singapore in December, 1950.  
 Mr. J. D. Rankine appointed British Resident, Zanzibar, in succession to Sir Vincent Glenday.  
 House of Commons debate on colonial manpower and defence.  
 House of Lords debate on closer association in Central Africa and preferential duty on Jamaican cigars.

## SEPTEMBER ... ..

Meeting of Commonwealth Supply and Production Ministers in London attended by Ministers of State and advisers from colonial territories.  
 Conference of Heads of Colonial Labour Departments in Colonial Office.  
 Colonial Service Summer School at Magdalen College, Oxford.  
 Conference on Central African federation at Victoria Falls attended by the Secretary of State for the Colonies, the Secretary of State for Commonwealth Relations, representatives of the three Governments and members of the African and European communities.  
 Publication of proposals by the Government of Uganda for the reorganisation of the cotton ginning industry.  
 Government of Nigeria raised a loan of £6,800,000 on the London market.  
 H.M. Government agreed to make up to £3,100,000 available to the Jamaica Government as a free grant and up to £1,500,000 as an interest-free loan for repairing hurricane damage.  
 Singapore granted city status by Royal Charter.  
 First meeting of newly elected Seychelles Legislative Council.  
 Mr. (now Sir) Andrew Cohen appointed Governor of Uganda in succession to Sir John Hall.

## OCTOBER ... ..

General election in United Kingdom. Mr. Oliver Lyttelton appointed Secretary of State for the Colonies, Mr. Alan Lennox-Boyd, Minister of State, and the Earl of Munster, Parliamentary Under-Secretary of State.  
 First meeting of the newly constituted Gambia Legislative Council.  
 Publication of Report of Commission on Constitutional Reform of British Guiana (Colonial No. 280).  
 First elections under new constitutions in Windward Islands.

- OCTOBER—(contd.)** Sir Henry Gurney High Commissioner for the Federation of Malaya assassinated by terrorists.  
E.C.A.F.E. Trade Promotion Conference in Singapore.
- NOVEMBER ... ..** Consultative Committee for Colonial Students in the United Kingdom set up.  
Labour corps raised in East Africa for service in the Canal Zone. Workers recruited in Malta and Cyprus also.  
Extended and modernised airport opened at Entebbe, Uganda.  
First meeting of newly constituted Sierra Leone Legislative Council.  
Secretary of State left on visit to Federation of Malaya, Singapore and Hong Kong.  
Visit of American Tin Mission to Federation of Malaya to inquire into production and the effect of the Emergency on production.  
Falkland Islands Legislative Council given unofficial majority.  
General Sir Rob Lockhart succeeded Lieutenant-General Sir Harold Briggs as Director of Operations in Malaya.  
Mr. W. A. Muller succeeded Mr. W. C. Johnson as Inspector General of Colonial Police.  
House of Commons statements on closer association in Central Africa and on colonial policy.  
House of Lords statement on closer association in Central Africa.
- DECEMBER ... ..** Colonial Agricultural Machinery Advisory Committee set up.  
Minister of Food and Commonwealth Sugar Producers signed an agreement on the production, supply and marketing of sugar until 1959.  
Commission for Technical Co-operation in Africa south of the Sahara established African Bureau for Epizootic Diseases in Muguga (Kenya).  
Government of Uganda issued a report *The Way to the West* recommending extension of the railway from Mityana to Lake George through the Katonga River valley.  
Sultan of Zanzibar celebrated the 40th anniversary of his accession to the throne.  
Fiftieth anniversary of arrival of first train at Kisumu on Lake Victoria from Mombasa.  
International Forestry Conference at Abidjan, Ivory Coast.  
Government of the Gold Coast issued Report on Volta River Project by Sir William Halcrow and Partners.  
Order in Council made determining how Nigerian revenues should be allocated under the new constitution.  
Government of Trinidad made a further issue of £2,500,000 of 3 per cent stock.  
General election in Barbados.  
First elections under new constitution in Antigua.  
House of Commons debate on higher education of Africans.

## 1952

- JANUARY ... ..** Meeting of Commonwealth Finance Ministers in London attended by Secretary of State and advisers nominated by Colonial Governments.  
Establishment of the Advisory Committee on the Treatment of Offenders in the Colonies.  
Informal talks in London between Secretary of State for Commonwealth Relations, Secretary of State for the Colonies, Prime Minister of Southern Rhodesia and Governors of Northern Rhodesia and Nyasaland on Central African federation.  
Minister of State visited East Africa.  
Government of Tanganyika appointed Professor W. J. M. Mackenzie as Special Commissioner to carry out enquiries recommended by the Committee on Constitutional Development in Tanganyika.  
Anglo-French Conference on Cattle Trade in Vom (Nigeria).



## JANUARY—(contd.)

First courses opened at the Kumasi College of Technology (Gold Coast) and the Nigerian College of Technology at Ibadan.

Government of Gold Coast sent a group of student artisans and tradesmen on scholarships to train in the United Kingdom.

First meetings of Council of Ministers, House of Representatives and Regional Legislatures in Nigeria.

Tornado caused extensive damage to banana plantations in Southern Cameroons.

Survey party demarcating boundary between Idanre and Akure peoples in Ondo Province, Nigeria, attacked by large crowd. Police forced to open fire and six people were killed.

Governments of the United Kingdom and the United States concluded an agreement for the extension of the Bahamas Long-Range Proving Ground for guided missiles to include the Turks and Caicos Islands.

British Guiana Legislative Council passed an ordinance introducing universal adult suffrage.

Hurricane caused heavy damage in Fiji. United Kingdom and New Zealand Governments each made a gift of £10,000 to assist in relief work.

Arrival in United Kingdom of 150 Malayan teachers to study at the Emergency Teachers' Training College, Kirkby, near Liverpool, which has been taken over by the Government of the Federation of Malaya.

Arrival in Malaya of 1st and 3rd Battalions of the King's African Rifles and of the 1st Battalion of the Fiji Regiment.

General Sir Gerald Templer appointed High Commissioner for the Federation of Malaya in succession to the late Sir Henry Gurney.

Mr. J. F. Nicoll appointed Governor of Singapore in succession to Sir Franklin Gimson.

Lieutenant-General Sir Gordon MacMillan appointed Governor of Gibraltar in succession to General Sir Kenneth Anderson.

Sir Ronald Garvey appointed Governor of Fiji in succession to Sir Brian Freeston.

Mr. R. C. S. Stanley appointed High Commissioner for the Western Pacific.

## FEBRUARY

... ..

Their Royal Highnesses Princess Elizabeth and the Duke of Edinburgh visited Kenya on the start of their Commonwealth tour.

Death of His Majesty the King. Accession to the throne of Her Majesty Queen Elizabeth.

Government of Uganda raised £4,000,000 (out of a total loan of £5,983,000) on the London market.

Caribbean Commission Industrial Development Conference in Puerto Rico.

First elections under new constitution in Montserrat.

H.M. Government issued a directive to the new High Commissioner for the Federation of Malaya on future policy in the Federation.

Mr. D. C. MacGillivray appointed to the new post of Deputy High Commissioner for the Federation of Malaya.

House of Commons debate on Kenya land use.

House of Lords debate on situation in Malaya.

## MARCH

... ..

Visit of French Minister of Overseas France to London at invitation of the Secretary of State for an exchange of views on policies of British and French Governments in Africa.

Colonial Service week-end Conference at Worcester College, Oxford.

Announcement of Northern Rhodesia Legislative Council's gift of £100,000 to H.M. Government as a contribution towards cost of Commonwealth defence in 1952.

Constitutional changes in the Gold Coast, including creation of the office of Prime Minister.

MARCH—(contd.)

Formal opening of new Nigerian House of Representatives at Lagos. A delegation from the United Kingdom represented the Houses of Parliament.

Disorders in the Cameroons over land rights in Bamenda Division. Governor of Nigeria appointed a commission of enquiry into the rights of occupancy.

Parliamentary Under-Secretary of State left for a visit to the Bahamas, British Guiana, Jamaica, Trinidad, Barbados and Antigua.

Meeting of Consultative Committee of Colombo Plan in Karachi.

Mr. P. M. Renison appointed Governor of British Honduras in succession to Sir Ronald Garvey.

House of Commons debate on closer association in Central Africa. Statements on Hong Kong disturbances, constitutional changes in the Gold Coast.

House of Lords debate on Commonwealth students in Britain.

## PART ONE

## A GENERAL SURVEY

1. On the death of His Majesty King George VI hundreds of messages of condolence and tributes to his memory were received at the Colonial Office—from the Governments and Legislatures of colonial territories, from groups and associations of many kinds, and from individuals. Leading articles and reports in colonial newspapers gave further testimony to the great respect and affection in which the King had been held.

2. These feelings were inspired not least by realisation of His Majesty's close personal interest in colonial affairs, a detailed interest that in conversation had surprised more than one colonial visitor. In many instances it was based on personal knowledge, for His Majesty had visited British colonies in the West Indies, the Mediterranean, East and Central Africa and the Pacific, as well as Mauritius and St. Helena. One of His Majesty's last acts was to send a message of sympathy to the sufferers from the Fiji hurricane.

3. Important colonial occasions in the United Kingdom were assured of royal support, and a visit to the exhibition of Traditional Art from the Colonies, organised as part of the Festival of Britain celebrations, was His Majesty's last public engagement before he was taken ill in May, 1951. In 1949 he inaugurated Colonial Month in London at a ceremony at Church House. In his address on that occasion His Majesty spoke of the boundless opportunities which were open to the people of the Commonwealth in partnership.

4. "Those opportunities", he said, "are manifold—to enlarge our wealth in increase from the soil and by wise use of all its varied possibilities; to raise the standard of life for all peoples by means of the expanding revenue which only economic development can produce; to spread health, education and new vigour amongst peoples who have hitherto had little of those advantages; and, above all, to promote higher ideals and to strengthen the trust and comradeship between races upon which the peace and welfare of mankind now depend as they have never depended before."

5. In Kenya news of the King's death came with a particular sense of shock, for the people of the colony had just welcomed Their Royal Highnesses the Princess Elizabeth and the Duke of Edinburgh amid scenes of great rejoicing. Their Royal Highnesses had arrived by air to spend six days in Kenya at the beginning of a tour that was to have taken them to Ceylon, Australia and New Zealand. Arrangements were made for the Queen to return immediately to London by air, and the royal aircraft left from Entebbe Airport in Uganda. This was the first occasion in British history that at the moment of accession to the Throne a Sovereign had been in British territory overseas.

6. Official representatives of nearly all the colonial territories attended the funeral of the King at St. George's Chapel, Windsor. In the funeral procession in London marched detachments of West, East and Central African troops and Colonial Police. The latter were drawn from a group of officers under training in this country; other officers from the group were on duty on the route of the procession and some had earlier been on duty during the Lying-in-State in Westminster Hall. In all, they represented 19 territories. In addition many colonial people were among the multitudes who filed through Westminster Hall and lined the route of the funeral procession.

7. On her accession to the Throne Her Majesty Queen Elizabeth addressed the following message to the Colonial Service: "I desire, on my accession to the Throne, to express to all members of the Colonial Service my warm appreciation of the ability and devotion with which they have performed their manifold and responsible duties. The splendid traditions of the Service are well known to

me, and are rightly a source of pride to its members. I know that I can depend with confidence on their unfailing loyalty and on their continued and steadfast devotion to the well-being of the peoples whom they serve."

### **Appointment of New Government**

8. Following a General Election on the 25th October, 1951, and the advent to power of a Conservative administration under Mr. Winston Churchill, the appointments were announced of Mr. Oliver Lyttelton as Secretary of State for the Colonies, Mr. Alan Lennox-Boyd as Minister of State for Colonial Affairs and the Earl of Munster as Parliamentary Under-Secretary of State for the Colonies. They succeeded respectively Mr. James Griffiths, Mr. John Dugdale, and Mr. T. F. Cook, who had all been appointed after the General Election in February, 1950.

9. The new Secretary of State took an early opportunity to make the following statement in Parliament about Government's colonial policy:

"Certain broad lines of policy are accepted by all sections of the House as being above party politics. These have been clearly stated by my predecessors from both the main parties. Two of them are fundamental. First, we all aim at helping the colonial territories to attain self-government within the British Commonwealth. To that end we are seeking as rapidly as possible to build up in each territory the institutions which its circumstances require. Secondly, we are all determined to pursue the economic and social development of the colonial territories so that it keeps pace with their political development. I should like to make it plain at the outset that I intend no change in these aims. I desire to see successful constitutional development both in those territories which are less advanced towards self-government and in those with more advanced constitutions. I shall do my utmost to help Colonial Governments and Legislatures to pursue with energy the promotion of the health, wealth and happiness of the colonial peoples. I hope that, however much there may from time to time be disagreement between us on details, all parties will be with me in agreeing on those ends." \*

### **Policy in Malaya**

10. Problems of great importance and urgency faced the new Ministers, none more so than in Malaya where the Communist campaign of terrorism had entered its fourth year. In October, the High Commissioner, Sir Henry Gurney, was brutally murdered.

11. Within a month of his appointment the Secretary of State flew to Malaya and Hong Kong. In Malaya he spent two or three weeks obtaining first-hand knowledge of the situation by visits of inspection and by widespread discussions. In a statement shortly before leaving Singapore he said that the six main headings under which the immediate problem should be attacked were the overall direction of civil and military forces; the reorganisation and training of the regular and special police; an increased impetus to the education programme, particularly the project for compulsory primary education, as a means of winning the war of ideas; a much higher measure of protection of the resettlement areas; an enlarged Home Guard to include a large number of Chinese; and a review of the Civil Service and its terms of service in order to recruit the best men in Malaya and Britain.

12. Following consideration of Mr. Lyttelton's report by the Cabinet it was announced on the 15th January that General Sir Gerald Templer, formerly Director of Military Intelligence and subsequently Vice Chief of the Imperial General Staff, had been appointed High Commissioner for the Federation of Malaya, vested not only with the normal civil responsibilities of the office, but

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\* 493 H.C. Deb. 5s. col. 984.

also with the operational control of all the armed forces operating against the terrorists.

13. Sir Gerald was sworn-in as High Commissioner at Kuala Lumpur on the 7th February. At the ceremony he read the directive issued to him by H.M. Government. The directive reaffirmed the policy that Malaya should in due course become a fully self-governing nation, declared the need for a common form of citizenship for all who regarded the Federation or any part of it as their real home and the object of their loyalty, stressed the importance of assisting the Malays to play a full part in the economic life of the country, and instructed the High Commissioner that his primary task must be the restoration of law and order, since Communist terrorism was retarding political advancement, economic development and the welfare of the people. The directive added that H.M. Government believed that the British in Malaya will have a worthy and continuing part to play in the life of the country, and that the Government "will not lay aside their responsibilities in Malaya until they are satisfied that Communist terrorism has been defeated and that the partnership of all communities, which alone can lead to true and stable self-government, has been firmly established."

14. A statement welcoming the terms of this directive was made in Washington on the 5th March by the United States Secretary of State, Mr. Dean Acheson. "We are heartened", he said, "by the reiteration of Britain's determination to defeat Communist terrorism in Malaya, an alien movement which for nearly four years has conducted a deliberate and vicious campaign to disrupt the life of the country and retard its political and economic development." Mr. Acheson added that the United States Government was fully cognisant of the significance of the struggle in Malaya as an integral part of the free world's common effort to hold Communist aggression.

15. Progress in the important task of squatter resettlement has been such that about 400,000 people out of a total of 450,000 had been moved to the resettlement areas by February, 1952. The main tasks now are to ensure adequate protection from Communist intimidation and to establish conditions in which the settlements can build up a new and fuller life. It is a measure of the importance of the policy of resettlement that the terrorists have reacted sharply. This is reflected in a greater number of "contacts" between the terrorists and the security forces, and the rate of casualties on both sides has increased. Excluding wounded, terrorist losses from the beginning of the Emergency in mid-1948 to the 31st March, 1952, totalled 4,536 (including 702 surrendered and 894 captured), civilian losses 2,460 (including 518 missing), and security forces losses 1,379.

16. Figures of Commonwealth forces in Malaya were given by the Prime Minister during a debate on defence in the House of Commons in December, 1951.\* He said that there were in Malaya over 25,000 British troops, over 10,000 Gurkhas, and over 7,000 other soldiers, in addition to 60,000 local police. Subsequently two battalions of the Kings African Rifles and the 1st Battalion of the Fiji Infantry Regiment arrived in Malaya. In February, 1952, it was estimated that some 280,000 local people were under arms—60,000 regular police and special constables (full-time), 24,000 auxiliary police and extra police constables (part-time) and 198,000 Home Guards (part-time) including some 110,000 Malays and 74,000 Chinese.

17. Great credit is due to all those in the Federation of Malaya who throughout this period of ruthless and barbarous terrorism have stayed on duty in factories, mines, plantations and offices.

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\* 494 H.C. Deb. 5s. col. 2608.

18. Among important developments during the year were the introduction of a "member" system of Government in April, 1951; the holding of the first municipal elections (in Kuala Lumpur, Malacca and Penang); and the inception of a scheme to train student teachers in the United Kingdom as a special measure until the Federation's own teacher-training facilities have been expanded (the first 150 students began their courses at the Emergency Training College at Kirkby, near Liverpool, in January).

19. A decline in rubber production in 1951 resulted primarily from terrorist activities, but the level remained at over 600,000 tons. The production of tin ore remained at over 57,000 tons.

### **Closer Association in Central Africa**

20. The problems involved in creating some form of closer association between Southern Rhodesia, Northern Rhodesia and Nyasaland were also examined as a matter of urgency by the new Government.

21. In London in March, 1951, a conference of officials of the three territories, of the Central African Council and of the United Kingdom had concluded unanimously that closer association ought to be brought about and that the need was urgent. This report was welcomed by the Government of the day as embodying "a constructive approach to the problem which deserves the careful consideration of all the peoples and Governments concerned."

22. After an interval to permit such consideration, the Secretary of State for the Colonies (then Mr. Griffiths) and the Secretary of State for Commonwealth Relations (then Mr. Gordon-Walker) held discussions on the spot with representatives of all communities in the three territories as a preliminary to a conference at Victoria Falls from the 18th to the 21st September. A statement at the end of the conference said that, with the exception of the African representatives, the conference had shown itself favourable to the principle of federation: that in view of apprehensions felt by Africans in the two northern territories certain specified safeguards should be embodied in any further proposals for federation: and that it had become evident that further discussion within each territory and exchange of views would be necessary. The statement expressed the hope that the position could be sufficiently clarified to enable the conference to reassemble in London about the middle of 1952.

23. This, then, was the position existing when the change of Government took place in the United Kingdom at the end of October. The attitude of the new Government was made plain in simultaneous statements in the House of Commons and the House of Lords on the 21st November.\* The Government, said Mr. Lyttelton in the House of Commons, were convinced of the urgent need to secure the closer association of the three African territories and believed that this would best be achieved by federation on the general lines recommended by the conference of officials in March. They recognised that African opinion in the two northern territories had declared itself opposed to the proposals, but they trusted that, in view of the assurances given at Victoria Falls and of the economic advantages of closer association, Africans would be prepared to accept these proposals.

24. The Secretary of State continued: "The assurances agreed upon at the Victoria Falls Conference are in the opinion of His Majesty's Government of great importance. It was unanimously agreed that, in any further consideration of proposals for federation, land and land settlement questions, as well as the political advancement of the peoples of Northern Rhodesia and Nyasaland, both in local and in territorial government, must remain as at present—subject to the ultimate authority of His Majesty's Government in the United Kingdom—the

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\* 494 H.C. Deb. 5s. cols. 392-4.

responsibility of the territorial governments and legislatures in each territory and not of any federal authority. It was also unanimously agreed that the protectorate status of the two northern territories should be accepted and preserved; and that this excluded any consideration now or in the future of the amalgamation of the three Central African territories unless a majority of the inhabitants of the three territories desired it. His Majesty's Government fully endorse these conclusions and in any federal scheme would ensure that these rights should be formally embodied in the constitution."

25. Finally, the Secretary of State said that His Majesty's Government were most anxious that there should be no delay in reaching conclusions, and proposed that the resumed conference should take place about July, 1952. They would do everything possible to ensure that the intervening period was used to the best advantage for the necessary discussions.

26. In the discussions that followed a number of criticisms of the proposals were received, and these criticisms were considered at meetings in London in January and February between the Secretaries of State for Commonwealth Relations and for the Colonies, the Prime Minister of Southern Rhodesia, and the Governors of Northern Rhodesia and Nyasaland. A statement issued at the end of the meetings said that the British Government were now proposing that a full conference should be held in London towards the end of April to consider any modifications suggested by the four Governments and to formulate a final draft scheme of federation, this scheme to be published as a White Paper for consideration in the territories.

27. Criticism of the proposal to hold a conference in April instead of July, as had originally been planned, was expressed by Mr. James Griffiths and other Opposition speakers in a debate in the House of Commons on the 4th March.\* They contended that this decision, taken after the talks in London in January and February at which Africans had not been present, had greatly alarmed African opinion and had caused it to be rumoured that plans had been made to rush federation through quickly.

28. The Secretary of State replied that the purpose of the April conference was to produce a definite scheme on which public opinion might be fixed. A good deal of the present anxieties and uncertainty arose just because there was no definite scheme; if the Africans had an opportunity to study, in an atmosphere of calm, the actual safeguards which the Government urged should be embodied in the constitution they would see that their anxieties were groundless. The Secretary of State went on to say that he had asked the Governors of Northern Rhodesia and Nyasaland, and representatives of the African Representative Council and the African Protectorate Council, to meet him in London immediately before the April conference. He would arrange a further and final conference of the four Governments at the end of July: thus the conference in April would produce a definite scheme, which was necessary for public opinion to form, and the conference in July would, he hoped, produce a final result.

### **New Nigerian Constitution**

29. The Secretary of State announced in November, 1951, that he proposed to visit the West African territories during the first half of 1952. Important and significant developments took place in all four territories during the year under review. New constitutions came into operation in Nigeria, Sierra Leone and the Gambia, and the conduct of Gold Coast affairs by the new Government (in which African Ministers held eight out of the eleven portfolios) was closely watched throughout Africa, in the United Kingdom and in the world at large.

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\* 497 H.C. Deb. 5s. cols. 208f.

30. Action taken by the new Gold Coast Administration included the adoption of a £75 million development plan (excluding the Volta River project), the creation of a Gold Coast Public Service separate from the Colonial Service, and the passing of a Bill to provide for the setting up of some 280 Local, Urban and District Councils to replace the existing Native Authorities. In March, 1952, the Secretary of State announced the United Kingdom Government's decision that the office of Prime Minister should replace that of Leader of Government Business in the Gold Coast constitution: Dr. Kwame Nkrumah, who had been Leader of Government Business, was subsequently elected Prime Minister by the Assembly.

31. The new Nigerian constitution was promulgated on the 29th June, 1951, and the first meeting of the central House of Representatives took place on the 29th January, 1952. Because of the complicated system of elections and their prolongation over a period of some six months the fundamental nature of the changes that have taken place has perhaps not been fully recognised by the outside world. In population Nigeria far outnumbers all other British colonial territories. Its physical immensity and the diversity of its peoples have posed constitutional and administrative problems of exceptional complexity. Under the constitution now successfully introduced the country has three Regional Legislatures, each with a large degree of autonomy, and a central House of Representatives with 148 members of whom all but 12 are elected African members chosen by the Regional Legislatures from among their own numbers. Both at the Centre and in the Regions there are Executive Councils in which African Ministers are in the majority. In the central Council of Ministers there are 18 members of whom six are *ex officio* and 12 elected by the Regional Legislatures on the basis of four from each region.

32. At the inaugural session of the House of Representatives the Governor (Sir John Macpherson) described the new constitution as a "great adventure." He underlined the fact that the changes that had taken place were not the result of violence, turbulence and abuse, but represented the unmistakable verdict of the people, who preferred a constructive effort towards progress.

33. The House began its budget session in March and at the formal opening of the session a Parliamentary Delegation from the United Kingdom presented a message of greeting from the Lord Chancellor and the Speaker and also a specially bound and inscribed copy of the latest edition of Erskine May's *Parliamentary Practice*. The delegation comprised Lord Clydesmuir, Sir Edward Keeling and Mr. James Johnson. The two latter delegates subsequently visited Accra where they presented a second copy of *Parliamentary Practice* to the Gold Coast Legislative Assembly.

### East African Problems

34. In January, 1952, the Minister of State visited Tanganyika to study informally political and constitutional problems. In August, 1951, there had been published the report of the committee appointed by the Governor to make recommendations on constitutional changes. One of the recommendations was that the Legislative Council should be enlarged to a membership of 42, of whom 21 should be officials and 21 unofficials, with the Governor presiding. Of particular interest throughout East Africa was the recommendation that the 21 unofficials should comprise seven Europeans, seven Africans and seven Asians. The report was debated by the Legislative Council in November and is now being considered by the Secretary of State in consultation with the Governor in the light of observations made by the Minister of State.

35. In addition to visiting Tanganyika, Mr. Lennox-Boyd paid short visits to Kenya, Uganda and Zanzibar. Kenya and Uganda had earlier been visited



by Mr. James Griffiths, when Secretary of State. While in Kenya Mr. Griffiths held discussions with the unofficial members of the Legislative Council, and agreement was reached that a consultative body should be set up in 1952 or 1953 to review the constitution. Pending the results of this review it was further agreed that there should be adjustments in the composition of the Legislative Council, without disturbance, however, to the existing balance of the unofficial side of the Council. These adjustments were due to take effect in May, 1952.

### West Indian Federation

36. In March, 1952, the Parliamentary Under-Secretary of State left on a visit to the Bahamas, British Guiana and some of the British colonies in the Caribbean area. Shortly before his departure the Secretary of State published a despatch addressed to those Governments in the area which had been concerned in the discussions on closer association. In this despatch the Secretary of State expressed willingness to hold a conference in London in the late summer, to discuss the matter further (such a conference had been suggested earlier by the Government of Jamaica). The purpose of the conference would be to "seek to reach agreement on a federal scheme in sufficient detail to enable a start to be made with the complex and lengthy process of drafting the necessary constitutional instruments."

37. A major revision of the constitution of British Guiana was proposed in the report published in October, 1951, of a Commission of Enquiry appointed by the Secretary of State and headed by Sir John Waddington, former Governor of Northern Rhodesia.\* In a despatch to the Governor published simultaneously the Secretary of State (then Mr. Griffiths) accepted in principle the chief recommendations of the report, and in particular the majority recommendation in favour of a bicameral legislature. Criticism of certain details by members of the Legislative Council is now being considered.

### Economic and Financial Affairs

38. In economic no less than in constitutional matters the new Ministers were called upon to make difficult decisions.

39. Because of high prices for most primary products the colonial territories in general have been enjoying boom conditions until recently, and the position is reflected in greatly increased public revenue. More money has thus been available for economic and social betterment, and the territorial development plans have changed shape considerably. This is illustrated by the fact that the proportions to be found from Colonial Development and Welfare funds, from loan funds, and from local resources respectively are now of the order of 1: 2: 3 instead of 1: 1: 1—see Appendix III. The total estimated expenditure under these plans now stands at over £450 million.

40. On the other hand much of the new proposed expenditure is required to meet rising costs. The position is also less satisfactory than might seem at first sight because of the difficulty in obtaining capital goods, and colonial development is inevitably hampered because the steel and machinery essential for building and transport does not come forward quickly enough. Until the general problems of the sterling area, which became particularly acute during the year under review, have been solved, it is not possible, as Colonial Governments have fully recognised, completely to make good the requirements from other than sterling sources.

41. Grants in aid of administration and grants to assist territories encountering exceptional difficulties were again made, as necessary, during the year. The

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\* Colonial No. 280.

largest of the special grants was to Jamaica, which in August, 1951, suffered disastrously in a hurricane. After making an immediate grant of £250,000 to relieve distress, H.M. Government agreed to provide up to £4,600,000 towards the cost of repairs, re-housing and the restoration of agricultural production, £3,100,000 of this sum to be available as a grant and £1,500,000 as an interest-free loan. It was stated in answer to a question in the House of Commons in July, 1951, that since 1945 the United Kingdom Government had given or promised to its dependent territories sums totalling £240,340,667 for various purposes.\*

42. In December, 1951, an agreement designed to secure the orderly marketing of Commonwealth sugar was signed in London between the United Kingdom Government and representatives of the Commonwealth sugar industries and exporters, including those of the British West Indies, Fiji and Mauritius. The agreement will remain in force until the end of 1959, and enables colonial producers to plan for aggregate annual exports not exceeding 1,575,000 tons. Of this total the United Kingdom Government undertakes to buy 1,118,000 tons (plus a further 54,000 tons for New Zealand until 1958) at reasonably remunerative prices to be negotiated annually. This agreement is obviously of the greatest importance, especially to Mauritius and those West Indian colonies which base their economy on sugar production. It will protect producers against the violent fluctuations in world prices that have taken place in the past, and allows also for a margin of expansion.

#### **Health and Education**

43. In public health and education the year saw no spectacular new developments, but the great surge forward that has taken place since the war continues and is in itself spectacular. Almost without exception reports from the territories tell year by year of more children at school, of new facilities for higher and technical education, of increasing control over disease, of a growing network of medical services. Within a generation the advances have been truly remarkable. They can be attributed to no single cause or group of causes, but have depended on, first, the establishment of effective administration, and then increasing economic prosperity and financial resources. The latter process has been greatly aided in recent years by the sellers' market for many primary products and by the application of Colonial Development and Welfare funds and other external aid. Control of disease has depended on more than the availability of finance, however, and here there have been the astonishing discoveries of medical science, especially during the war and since.

44. Yet any satisfaction in past and present achievement must be set against the tasks that remain—and they are vast. Most of the territories are still poor and unable to afford adequate social services, and in some of them tropical disease in many forms still flourishes and will not readily be mastered.

45. A record number of colonial students were receiving higher education either in their own countries or overseas at the end of 1951. Enrolment at the colonial universities and university colleges totalled 3,417 and many more were studying at other institutions of higher education, while in Britain colonial students numbered over 5,150 (in 1939 there were only 300).

46. Educational policy and practice in the African territories was the subject of an important enquiry initiated during 1951 under the joint sponsorship of the Secretary of State and the Nuffield Foundation which has agreed to provide up to £12,000 of the cost. The enquiry is being conducted by two small groups of independent experts. Each group has spent some six months in Africa, one in West Africa led by Dr. G. B. Jeffery, Director of the University of London Institute of Education, and the other in East and Central Africa led by Mr. A. L.

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\* 491 H.C. Deb. 5s. cols. 185-6.

Binns, Chief Education Officer, Lancashire. The field of the enquiry is primary and secondary education for Africans. When the two groups have assembled their views and conclusions, it is proposed to hold a conference in the United Kingdom to which representative educational experts from each of the African territories will be invited.

47. Two important reports on Malay and Chinese education in the Federation of Malaya have been published; the first is the work of a Committee under the chairmanship of Mr. L. Barnes and the second of Dr. W. P. Fenn, an eminent American educationist, and Dr. T. Wu, who was seconded for this task by the United Nations Secretariat. Draft legislation based on these reports and on subsequent discussions in Malaya is now being prepared.

48. In the battle against disease a notable victory was won in Mauritius against the principal insect carrier of malaria, and the incidence of malaria in the island is now negligible. Mauritius has thus emulated the achievement of Cyprus where in a three-year campaign the malaria-carrying mosquito was entirely eradicated. In general, tuberculosis is the greatest of current socio-medical problems in the colonies. Increasing use is being made of B.C.G. vaccine against tuberculosis, and in Jamaica, for example, a campaign was launched in October, 1951, to immunise all the colony's children and young adults—700,000 people—within two years. A Colonial Development and Welfare grant of £56,000 has been made to meet the operational costs, and equipment (including four mobile units) has been contributed by U.N.I.C.E.F. at a cost of about £40,000. In addition specialists, experts and trained nurses are being provided by the World Health Organisation.

49. An important event during the year was the opening in May, 1951, by Her Royal Highness the Duchess of Kent of new premises for the London Hospital for Tropical Diseases. The new premises form part of the buildings of University College Hospital at St. Pancras. The Hospital has long been famous as a teaching unit for tropical diseases, and its work has been of the greatest importance to the colonial territories. In recent years it had been handicapped by inadequate accommodation, but this handicap is now removed.

50. An appeal for £1 million for work among the blind in the colonial territories was launched on Empire Day, 1951, by Lord Halifax, President of the British Empire Society for the Blind. Money is being raised in the United Kingdom, certain Commonwealth countries and in almost every colonial territory. Organisations for co-ordinating work for the blind now exist in 26 territories.

#### Other Matters

51. The year's anniversaries and celebrations included the sixtieth anniversary of Nyasaland's formal incorporation as a Protectorate under the British Crown: the fortieth anniversary of the accession of Seyyid Sir Khalifa Bin Harub as Sultan of Zanzibar: and celebrations in Singapore to mark the town's elevation by Royal Letters Patent to the status and dignity of a city.

52. For the Festival of Britain the Colonial Office acted as host on behalf of H.M. Government to 90 distinguished visitors, chiefly unofficial members of the Legislative Councils. The visitors had a full programme which included visits to Edinburgh, Oxford and Stratford-on-Avon. In London they saw several of the Festival exhibitions, including the exhibition of Traditional Art from the Colonies and other displays at the Imperial Institute. They also met in conference and in addition to an address of welcome by the Secretary of State for the Colonies they heard addresses by the Prime Minister, the Secretary of State for Foreign Affairs, the Chancellor of the Exchequer, the Minister of Defence, the Secretary of State for Commonwealth Relations and the Chief of the Imperial General Staff.

53. Recruitment to the higher grades of the Colonial Service during 1951 totalled 1,396 but 988 vacancies remained at the end of the year. Before the war recruitment averaged under 300 a year: since the war it has averaged over 1,350 a year (see paragraphs 67-8).

54. Trade unions registered in the colonial territories at September, 1951, numbered 1,220 with an estimated membership of 737,000 (see paragraph 604).

55. Patient and persistent effort by research workers in many fields—see Chapter VI—has made possible much of the progress recorded in this report. Attention is drawn, for example, to paragraphs 720-25 in which the work of the Colonial Products Advisory Bureau is described. The year's achievements in agricultural research included determination of the cause of "die-back" disease and important work in connection with the "sudden death" disease of cloves in Zanzibar. The party of scientists engaged on the work also discovered the cause and cure of a disease of coconuts in the island. Another example of successful research and experiments is reported from Tanganyika where the air-spraying of a 15 square-mile block of bush infected with tsetse flies resulted in over 95 per cent "kills."

56. With the impetus given by grants from central Colonial Development and Welfare funds, the expansion of broadcasting services is now proceeding rapidly. It is estimated that listeners numbered 2,500,000 at the end of 1951 which represents a twofold increase in three years.

57. Fiji suffered a severe hurricane at the end of January. Gifts of £10,000 each to relieve distress were made by the United Kingdom Government and the New Zealand Government, and a gift of £2,500 by the Government of the Federation of Malaya.

58. Two volumes of *An Economic Survey of the Colonial Territories* had been published by the Colonial Office by the end of March, 1952, and five were to follow. Each volume deals with a different group of territories, the first two volumes covering the West African and Central African territories respectively. Their purpose is to provide ready access to the main facts about the economic situation in each of the territories. Regular publication has also begun of a *Digest of Colonial Statistics* which is to appear every two months. In May, 1951, there was published an important study on *Native Administration in the African Territories* by Lord Hailey.

## PART TWO

## CHAPTER I

## THE COLONIAL OFFICE AND THE COLONIAL SERVICE

## (a) The Colonial Office

59. Following the change of Government in October, 1951, the Rt. Hon. Oliver Lyttelton, D.S.O., M.C., M.P., succeeded the Rt. Hon. James Griffiths, M.P., as Secretary of State for the Colonies; the Rt. Hon. Alan Lennox-Boyd, M.P., was appointed Minister of State for Colonial Affairs in succession to the Rt. Hon. John Dugdale, M.P.; and the Rt. Hon. the Earl of Munster, Parliamentary Under-Secretary of State in succession to Mr. T. F. Cook, M.P. Among the senior staff of the Office, Sir Gerard Clauson, K.C.M.G., O.B.E., an Assistant Under-Secretary of State, retired from the Public Service at the end of 1951, and Sir Andrew Cohen, K.C.M.G., O.B.E., another Assistant Under-Secretary of State, was appointed Governor and Commander-in-Chief, Uganda Protectorate. Mr. W. B. L. Monson, C.M.G., and Mr. E. Melville, C.M.G., were appointed Assistant Under-Secretaries of State. Mr. W. L. Dale, C.M.G., Deputy Legal Adviser for the Commonwealth Relations Office and Colonial Office, was seconded in November, 1951, to an appointment under the Libyan Government, and Sir Leslie Gibson, Q.C., was temporarily appointed to the joint legal staff. Mr. W. A. Muller, C.M.G., was appointed Inspector General of Colonial Police in succession to Mr. W. C. Johnson, C.M.G., C.B.E., who at the request of the Home Secretary returned to the Home Office on the expiry of his term of secondment.

60. On grounds of economy the staff of the Colonial Office has been reduced; the posts abolished include the Adviser on Inland Transport, one Assistant Medical Adviser and the Assistant Veterinary Adviser.

61. About 20 Colonial Service Officers served on secondment in the Colonial Office under the scheme for the interchange of Colonial Office and Colonial Service Officers. Seven members of the administrative staff of the Colonial Office were posted to colonial territories during the year on secondments of 18 months' to two years' duration.

62. Visits overseas by Ministers were made as follows: in May, 1951, to East Africa and in August and September to Central Africa by Mr. Griffiths; in August and September to Fiji and the Western Pacific High Commission territories by Mr. Dugdale; in November and December to Singapore, Malaya and Hong Kong by Mr. Lyttelton; in January, 1952, to Tanganyika, Kenya, Uganda and Zanzibar by Mr. Lennox-Boyd; and in March and April, 1952, to the Bahamas, British Guiana and some of the West Indian colonies by Lord Munster. Many visits overseas were also paid by senior officers of the Department and by the Secretary of State's Advisers.

## (b) The Colonial Service

63. The Service suffered a great loss in the tragic death of Sir Henry Gurney, K.C.M.G., High Commissioner for the Federation of Malaya, in October, 1951.

64. *Appointments to Governorships.* The following appointments were announced during the year ended on the 31st March, 1952:

Mr. T. Hickinbotham, C.M.G., C.I.E., O.B.E., Governor of Aden.

Mr. J. D. Rankine, C.M.G., British Resident, Zanzibar.

Sir Andrew Cohen, K.C.M.G., O.B.E., Governor of Uganda.

Lieutenant-General Sir Gordon MacMillan, K.C.B., K.B.E., D.S.O., M.C., Governor of Gibraltar.

Sir Ronald Garvey, K.C.M.G., M.B.E., Governor of Fiji.  
Mr. R. C. S. Stanley, C.M.G., O.B.E., High Commissioner for the Western Pacific.  
General Sir Gerald Templer, K.C.B., K.B.E., C.M.G., D.S.O., High Commissioner for the Federation of Malaya.  
Mr. J. F. Nicoll, C.M.G., Governor of Singapore.  
Mr. P. M. Renison, C.M.G., Governor of British Honduras.

65. *Conditions of Service.* As a result of the continued rise in the cost of living, salary scales had to be reviewed in several areas. There were increases in Malaya, Hong Kong, Fiji and the Western Pacific and salaries commissions were held in Mauritius, British Honduras and St. Helena. Reference is made in paragraph 92 to the Report of the Commission on the Civil Service of the Gold Coast.

66. In East and Central Africa and in Trinidad the Governments increased pensions to retired officials in certain cases.

67. *Recruitment.* Recruitment, through the Colonial Office, to the higher grades of the Service has remained at a high level. Appointments totalled 1,396 in 1951; yet so many requests were received from Colonial Governments for new staff that at the end of the year there were still 988 vacancies. By comparison, in the decade before the war recruitment averaged under 300 a year. In the six and a half years since the war it has averaged over 1,350.

68. The demand for educational staff continued unabated. Two hundred and thirty-three appointments were made in 1950, and 222 in 1951; yet at the end of 1951 there were still 281 vacancies. These vacancies were mainly for teachers of scientific and technical subjects and for primary school teachers. Police and medical recruitment also continued on a large scale; 103 police officers were selected (including 65 for Malaya) and 169 doctors—a considerably higher figure than in the two previous years. Recruitment of engineers, however, encountered difficulties, probably due in part to the demands of the rearmament programme and in part to pay increases at home; 141 civil engineers and 68 mechanical engineers were recruited during 1951, as against 169 and 70 respectively in 1950.

69. *Training.* Training was organised in this country for members of the Colonial Service on an even greater scale than in previous years. One thousand eight hundred and forty-two officers, including 432 men and women of colonial domicile, attended courses of instruction during 1951, compared with 1,400 in 1950 and 1,060 in 1949. These courses, which vary in length from a few weeks to a year or more, cover a wide range of subjects. Particular attention has been paid to improving the training facilities for teachers and for police officers. Warm thanks are due to all those local government authorities, universities and other institutions in the United Kingdom who have co-operated in providing this training.

70. In the field of training, co-operation with other Colonial Powers has been maintained. One French and two Portuguese Colonial Service officers are attending the current Colonial Service training course at Oxford and Cambridge. As in previous years, several Commonwealth and foreign representatives came to the Colonial Service Summer School at Magdalen College, Oxford, in September; and in December a party of British Colonial Service officers visited Paris at the invitation of the Ministry of Overseas France. A British officer is to visit the Congo to study industrialisation problems there.

71. Conferences on international affairs for Colonial Service officers on leave were organised at Queens' College, Cambridge, in April, 1951, and at Worcester College, Oxford, at the end of March, 1952.

CHAPTER II  
POLITICAL, CONSTITUTIONAL AND GENERAL

(a) The African Territories

*West Africa*

72. *Nigeria*.—The new constitution was brought into full operation during the year. The Nigeria (Constitution) Order in Council, which was made and laid before Parliament on the 29th June, 1951, provides for full participation by Nigerians in the shaping of Government policy and the direction of executive Government action in a central Council of Ministers and in Regional Executive Councils ; for the introduction of a universal system of (mainly) indirect elections ; for the creation of three larger and more representative Regional Legislatures with powers of legislation on a prescribed range of subjects, and of the House of Representatives, an enlarged central legislature with full powers of legislation on all subjects.

73. Except in Lagos, where elections to the Western House of Assembly are direct, elections to the Regional Houses of Assembly are through electoral colleges. In the Eastern and Western Regions all adult taxpayers who are British subjects or British protected persons are qualified to vote ; in the Northern Region only males with these qualifications are entitled to vote.

74. The regional legislatures consist of a House of Assembly in the East and a House of Chiefs and a House of Assembly in the North and West. The regional bodies select from their numbers those who are to sit in the House of Representatives which comprises, in addition to the President, 148 members : 68 from the North, 34 each from the West and East, six *ex officio* members and six members appointed by the Governor to represent interests or communities not otherwise adequately represented.

75. The Council of Ministers, which is the principal instrument of policy in Nigeria, is presided over by the Governor and consists of six *ex officio* members (the Chief Secretary, the Lieutenant-Governors of the three Regions, the Attorney-General and the Financial Secretary) and four Ministers from each Region including, in the East, one representative of the Southern Cameroons under United Kingdom trusteeship. Nine of the 12 Ministers have portfolios, namely those of Labour, Works, Communications, Transport, Commerce and Industry, Mines and Power, Natural Resources, Social Services, and Land and Surveys and Local Development. They are charged with the initiation of discussion in the Council on matters affecting the subjects for which they are responsible, with the conduct of Government business on these subjects in the House of Representatives, and with ensuring, in association with the official heads of their departments, that the decisions of the Council are carried out. Responsibility for Defence and External Affairs, the Public Service, Finance and Justice, is exercised by the *ex officio* members. The Regional Executive Councils, which are the principal instruments of policy in regional matters, are presided over by the Lieutenant-Governor of the Region, and consist of from six to nine Regional Ministers (seven to nine in the East, to include one from the Southern Cameroons), three *ex officio* members and not more than two other official members. The functions of individual Regional Ministers in regional matters are similar to those of individual Central Ministers in central matters. The Council of Ministers is charged with the responsibility, as a Council, of approving Regional Bills before enactment and it may also give to the Regional Executive Councils special directions about the exercise of their executive authority.

76. Concurrently with the promulgation of the Constitution Order in Council, despatches between the Secretary of State (then Mr. Griffiths) and the Governor

were published in which the considerations which had led to the modification of some of the recommendations made in January, 1950, by the General Conference at Ibadan were fully explained (see Cmd. 8243, paragraphs 85–88). The most important change concerned the method of selecting Ministers both for the Council of Ministers and for the Regional Executive Councils. Although the General Conference had recommended that Ministers should be elected by the legislatures, H.M. Government considered that, as Ministers would have a responsibility not only to the legislature but also to the Governor or Lieutenant-Governor as the case might be, both parties should share the responsibility for choosing Ministers. H. M. Government were also impressed by the need to ensure that Ministers were chosen for their ability and suitability to work as members of a team. Provision was therefore made in the constitutional instruments for Ministers to be appointed by the Governor or Lieutenant-Governors, subject to an affirmative resolution by the Regional Legislature concerned.

77. The Nigeria (Supplementary Provisions) Order in Council, which constituted the office of Lieutenant-Governor in each of the Regions, was promulgated in November, 1951. The Chief Commissioners of the Northern, Western and Eastern Provinces relinquished their posts and were thereafter appointed Lieutenant-Governors of the three Regions by His Majesty.

78. The elections began in July and continued through the primary, intermediate and final stages until December. There were only two interruptions to this long and complicated process. In the Benin Division a series of lawless outbreaks caused by ill-feeling between rival local parties made it necessary to postpone the intermediate elections until November, and in Ikenne four results were declared null and void because of irregularities. The two existing major political parties, the National Council of Nigeria and the Cameroons (N.C.N.C.) and the Action Group both campaigned intensively, the former on a national scale and the latter in the Western Region. Until October, the only organised party in the North was the Northern Elements Progressive Union, which had the support of the N.C.N.C. A cultural organisation, the Northern People's Congress, then decided to form itself into a political party to contest the elections and won an overwhelming majority in the Northern House of Assembly. The Action Group gained a majority in the Western House and the N.C.N.C. in the East. In Lagos, which sends five members to the Western House of Assembly, 80 per cent of the electorate recorded their votes and returned five N.C.N.C. candidates.

79. The Regional Legislatures met early in January, 1952, to make their choice for the House of Representatives and to approve the members proposed by the Governor for the Council of Ministers drawn from the Region and the members proposed by the Lieutenant-Governors for the Regional Executive Councils. The first meeting of the House of Representatives took place on the 29th January for the swearing in of members. The formal opening ceremony was held on the 11th March when the Governor delivered to the House a Gracious Message from Her Majesty the Queen and a message from the Secretary of State. A Parliamentary Delegation from the United Kingdom, consisting of Lord Clydesmuir, Mr. J. Johnson, M.P., and Sir Edward Keeling, M.P., attended the ceremony and presented to the House a letter of greeting from the Lord Chancellor and the Speaker and a specially bound and inscribed copy of Erskine May.

80. In October, 1951, the Governor sent to the Secretary of State his recommendations on the report of the Revenue Allocation Commission (Cmd. 8243, paragraphs 89–90). This Commission had been set up in 1950 to make proposals for the division of revenues between the central services and the Regions to enable the latter to finance their responsibilities under the new constitution. The report had been considered earlier in 1951 by a Nigerian Committee of Sixteen, presided over by the Financial Secretary, which recommended two major modifications.



First, it proposed that the whole of the revenue from the tobacco duties should pass to the Regions, instead of 50 per cent as recommended by the Commission, and secondly, that the capital grant of £2 million to the Northern Region should be increased to £3 million. The Governor's view that neither of these courses should be adopted was supported by the Secretary of State. The despatches exchanged on this important subject were also published, and the Nigeria (Revenue Allocation) Order in Council was made on the 4th December and laid before Parliament on the 5th.

81. In local government, voting arrangements for the Lagos municipal elections were greatly improved. Whereas in 1950 the number of polling divisions proved inadequate (Cmd. 8243, paragraph 91), everyone who wished to vote in 1951 was able to do so and the number of votes increased by 70 per cent. The victory of an alliance representing the N.C.N.C. and other nationalist groups represented no change from 1950. Dr. Olorun Nimbe was again chosen as Mayor and Mbonu Ojike Deputy Mayor.

82. In Calabar Province the Ikot Ekpene County Council and a number of District and Local Councils were established on the 1st April, 1951. Preparations for the establishment of other councils in the Region were made during the year. The Eastern House of Assembly conducted an enquiry into the use of local rating for raising funds for education and published a report.

83. The Commissions of Enquiry under the chairmanship of Mr. Justice Brooke, set up in 1950 to enquire into the working of the Native Courts in the three Regions and in the Colony, completed their reports. These are to be published shortly and a new Native Courts Bill and Native Court Rules are being prepared.

84. Following the breakdown of the Junior Whitley Councils in Nigeria, the Ministry of Labour seconded an official, Mr. F. Carruthers, President of the Association of Officers of the Ministry of Labour, to advise the Nigerian Government and the Civil Service Trade Unions on the working of Whitley Council machinery. During his four months' stay Mr. Carruthers had close contact with the unions who provide the members of the Staff Sides. He advised on correct conduct and procedure, and was able to assist in re-establishing the Whitley Councils for the Junior Service.

85. On the 2nd January, 1952, a survey party which had set out to demarcate a new boundary between the lands of the Akure and Idanre peoples, in Ondo Province, was molested by a large crowd whose hostile acts ultimately forced the police to open fire in self-defence. The survey party was executing a decision of the High Court, sustained by the West African Court of Appeal, to revise the boundary in favour of the Akure, thereby settling a dispute which had proved incapable of agreed settlement for nearly 50 years. A crowd of several hundred people attacked the party with sticks and stones, injuring the two senior police officers and nine constables. After baton charges and tear smoke had proved of no avail and the crowd had been repeatedly warned that they would be fired on if they did not disperse, one volley was fired but without effect and the police were then forced to fire further shots to avoid being overrun. Shooting ceased the moment the crowd began to withdraw, after 27 shots had been fired. Casualties among the crowd proved to be six killed and six wounded. The area has since been calm and demarcation has proceeded without interruption.

86. On the 3rd March, 1952, about 5,000 Mengen people attacked and invaded the lands of the Bali people, in the Bamenda Province of the Cameroons, causing much damage to property. Casualties reported were four Balis and three Mengens killed and 18 Mengens admitted to hospital. The origin of the disturbance appears to have been a long-standing dispute between the two tribes, culminating in a case in the Supreme Court when the Judge non-suited the Mengens in their claim for virtually all the Bali lands. Apparently unable to understand this decision, the

Mengen people continued to demand that their case should be heard. Police reinforcements restored order in the area, and a Commission of Enquiry was appointed by the Governor to investigate the rights of the claimants to the land.

87. *Gold Coast*.—The membership of the Executive Council formed in February, 1951, in which eight out of 11 posts are held by African Representative Ministers, remained unchanged throughout the year, though there were some changes in the portfolios held by individual Representative Ministers.

88. On the 5th March, 1952, the Secretary of State announced in Parliament that in the light of the working of the 1950 constitution and on the advice of the Governor, H.M. Government had decided to make certain amendments to the constitution.\* The Leader of Government Business in the Legislative Assembly would disappear from the constitution and the office of Prime Minister would be formally recognised. The Governor would consult the Prime Minister before submitting to the Assembly the names of persons whom he proposed for appointment as Representative Members of the Executive Council, or Cabinet, and before allocating portfolios to them. The Prime Minister would rank in precedence in Cabinet immediately after the Governor or Officer Administering the Government, as the case might be, and before any of the three *ex officio* Ministers, whose position in other respects would remain unchanged. The amendments to the constitutional instruments necessary to give effect to these changes were made on the 10th March and laid before Parliament on the 11th March. On the 21st March Dr. Kwame Nkrumah, the leader of the Convention People's Party, became the first Prime Minister of the Gold Coast.

89. Much of the attention of the Gold Coast Government has been devoted to the economic development of the territory and to an expansion of the social services. The development plan was revised to provide for greatly increased expenditure on all forms of education, while retaining the major emphasis on economic development. In its final form it was passed without amendment by the Assembly on the 15th August, 1951. Further details are given in paragraphs 264-6.

90. Another preoccupation of the Government has been the reform of local government throughout the territory. A Bill was passed by the Legislative Assembly in November providing for the replacement of the present Native Authorities by some 250 new Local and Urban Councils. Normally two-thirds of the members of each Council will be chosen by adult (ratepayer) suffrage, based on a residential or property qualification, and one-third will be appointed by the traditional authorities. Common services over wider areas will be provided by 31 District Councils, whose members will be chosen on the same basis of two-thirds representative to one-third traditional membership by the Local and Urban Councils comprised in the district. The Urban and Local Councils will for the first time in Gold Coast history levy an annual basic rate. The new authorities will come under the general supervision of the Ministry of Local Government ; and the District Commissioners, re-named Government Agents, will become the Ministry's local representatives. The first local government elections were expected to be held in April, 1952.

91. After considering the recommendations of Sir Sydney Phillipson on the organisation of regional government (Cmd. 8243, paragraph 106), the Gold Coast Government decided to divide the Colony into East, West and (subject to further consultation with local opinion) Trans-Volta Regions. With Ashanti and the Northern Territories there will thus be five Regions in all. Each will have a Regional Organisation composed of officials, which will promote the work of the local authorities and be their channel of communication with the various Ministries.

92. A third subject which has received much attention is the position of the Public Service. The Commission of Enquiry into its structure and remuneration,

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\*497 H.C. Deb. 5s. col. 425.

which started work in November, 1950, under the chairmanship of Sir David Lidbury, reported in August, 1951. The report recommended the abolition of the present rigid structure of Senior and Junior Services, and in its place the introduction of four main grades similar to those in the United Kingdom Civil Service, namely, Administrative, Executive, Clerical and Sub-Clerical, with similar professional and technical grades of equal status. Corresponding changes were recommended in the salary structure. All the recommendations were made on the assumption that the Africanisation of the Service would continue, and they should indeed help to hasten Africanisation by providing easier promotion from the lower grades to senior posts in the Service. After initial opposition in the Assembly in December the report was referred to a Select Committee, whose recommendations were to be considered by the Assembly at the end of April, 1952.

93. In an exchange of despatches with the Governor the Secretary of State agreed in March, 1952, to the establishment of a local Gold Coast Public Service whose members would be subject not to the authority of the Secretary of State but of the Governor. The position of officers appointed by the Secretary of State is safeguarded.

94. There was a steady increase in the pace of Africanisation. The number of African members of the Senior Service rose from 269 on the 1st June, 1950, to 470 on the 31st December, 1951. The total number of posts in the Senior Service on the latter date was just over 1,600. Overseas recruitment to the Administrative Service has ceased ; and in the Colony and Ashanti the Government Agents are to be steadily replaced by African Administrative Officers, assisted where necessary by a new cadre of African Executive Officers.

95. An important step in the development of local trades and industries is a scheme for the training of, initially, 100 Gold Coast artisans and tradesmen in Ministry of Labour establishments and in various factories and workshops in the United Kingdom. The first group of trainees reached the United Kingdom in January, 1952.

96. During the year Dr. Nkrumah, Mr. K. Botsio, Minister of Education and Social Welfare, Mr. K. A. Gbedemah, Minister of Health and Labour, and Mr. A. Casely-Hayford, Minister of Agriculture and Natural Resources, all paid visits to the United Kingdom. Dr. Nkrumah and Mr. Botsio also visited the United States, and Mr. Gbedemah Western Germany and Switzerland. Mr. Casely-Hayford represented the Gold Coast at the funeral of His late Majesty King George VI.

97. *Sierra Leone.*—The instruments to establish a new constitution for Sierra Leone were made in April, 1951. They provide for the first time for an unofficial majority in the Legislative Council, an extension of the electoral principle to determine its membership and the appointment of a Vice-President. The Executive Council no longer has an official majority and to balance the four *ex officio* members the Governor is required to appoint not less than four unofficials, selected by him from among the elected members of the Legislative Council. Elections to the new Legislative Council were held in October and November, 1951. Two main political parties had by then emerged, the National Council for the Colony of Sierra Leone (N.C.C.S.) representing mainly Colony interests, and the Sierra Leone People's Party (S.L.P.P.) standing for greater co-operation between the Colony and the Protectorate. The Council was formally opened on the 28th November, the occasion being marked by messages of good will from His late Majesty the King and from the Secretary of State.

98. The new Legislative Council consists, apart from the President and Vice-President, of 30 members, of whom seven are officials (*ex officio* members) and two are nominated by the Governor. The remaining 21 are elected, seven by direct election in the Colony and 14 indirectly by electoral colleges (the 12 District

Councils and the Protectorate Assembly) in the Protectorate. Of the 21 elective seats 15 were won by supporters, or persons who proved to be supporters, of the S.L.P.P. and six by the N.C.C.S. After consultation with the unofficial members of the Legislative Council the Governor selected and appointed six persons, all members of the S.L.P.P., to the Executive Council, thus providing an unofficial majority in that body. At the end of the period under review means were being examined whereby each of the unofficial members of the Executive Council could be given a special interest in a group of Government departments, with a view to the subsequent allocation of portfolios to members.

99. The District Councils Ordinance (see Cmd. 8243, paragraph 112), which came into force on the 1st January, 1951, laid the foundations for a system of local government in which the District Councils will be enabled and expected to develop into responsible local authorities. Each of the 12 District Councils was required during 1951 to draw up a five-year plan for the economic development of the District. Realistic plans were prepared and received the approval of the Governor. Their implementation will be the duty of each Council, financed by revenues raised within the District and by a central block grant to cover the whole period. In most Districts a good beginning has already been made on the execution of the plans. The Ordinance also provides for the delegation to the Councils of powers at present vested in the Governor and Public Officers, leaving the way open for the devolution of some of the District Commissioners' functions to District Councils as they show themselves fit for this further responsibility.

100. His Grace the Archbishop of Canterbury, Dr. Geoffrey Fisher, visited Sierra Leone from the 13th to the 21st April. He presided over the inauguration of the new archiepiscopal Province of West Africa and consecrated the newly elected Archbishop, the Most Reverend Dr. L. G. Vining. Dr. Fisher, accompanied by the Governor, paid a short visit to the Protectorate where he was greeted enthusiastically.

101. *The Gambia*.—An amendment to the Gambia (Legislative Council) Order in Council was made in June, 1951. It provided for three elected members in place of one in the Legislative Council and for the appointment of a Vice-President of that body. The amending Order was brought into operation in October, when elections were held for the three seats representing constituencies in the Colony. No political party achieved a position of prominence and the contests proved to be between personalities rather than policies. The new Legislative Council was inaugurated on the 25th October. The Secretary of State sent a message of greetings and good will to mark the occasion. Apart from the Presiding Officer the Council consists of seven official members, and eight unofficial members, i.e., three directly elected and five nominated by the Governor (one to represent trade and commerce and four to represent the four Administrative Divisions of the Protectorate). Before making these five appointments the Governor invited recommendations from the Chamber of Commerce and from the four Divisional Conferences respectively. A Gambian has been appointed Vice-President of the Council.

102. Concurrently with the changes in the constitution of the Legislative Council the opportunity was taken to increase the unofficial representation in the Executive Council, which now consists of six officials and four unofficials. With the approval of the Secretary of State two of the unofficial members have been appointed Members of the Government without Portfolio. A number of specified subjects have been allotted to each, on which their advice is sought in the initial stages of policy formulation. These subjects include natural resources, transport, education, public health and public works.

103. *West African Inter-Territorial Conference*.—The West African Council was formally dissolved on the 1st June, 1951. At the same time the Office of the West African Council became the West African Inter-Territorial Secretariat ;

it will serve the West African Inter-Territorial Conference, the first meeting of which is to be held later in 1952. The composition and functions of the new organisation were described in the last Report (Cmd. 8243, paragraph 138).

104. The regional secretariat continued the valuable administrative work of co-ordinating policy and action in matters of common concern to the four West African Governments, and fostering regional co-operation in many fields of government activity. The regular inter-territorial conferences arranged by the Secretariat for the heads of the professional and technical departments of the West African Governments were continued with the second Conference of Directors of Medical Services held in Bathurst in May, the seventh Conference of Commissioners of Labour in Accra in the same month, the seventh Conference of the Directors of Public Works held in Sierra Leone in February, 1952, and a meeting of the Directors of Education, in Accra in March. Preparations were also made for the third Conference of Directors of Medical Services due to be held at Ibadan at the beginning of April, 1952, concurrently with the first meeting of the newly established West African Standing Advisory Committee on Medical Research (see paragraph 735).

105. The Secretariat maintained close liaison with the authorities in French West and French Equatorial Africa, and with their co-operation prepared for the use of the British administrations' further bulletins containing information on developments and problems in the neighbouring French territories. During the year several international conferences took place including the Conference on Medical Co-operation in West Africa and the African Medical Education Conference both held at Dakar, the Regional Forestry Conference held at Abidjan in the French Ivory Coast (see paragraph 813) as well as the Anglo-French Cattle Trade Conference held at Vom, for which the arrangements were made by the Secretariat. The Deputy Chief Secretary attended a meeting of the Provisional International Council for the Control of the Migratory Locust in Lagos in July (see paragraph 746). The second meeting of the Sub-Committee of the Anglo-French Standing Joint Committee on Civil Aviation was held in Accra in March, 1952.

106. The administrative supervision of the West African Research Institutes for cocoa, trypanosomiasis and fisheries (see paragraphs 697, 709 and 750) continued to be the responsibility of the Secretariat which has assumed similar duties in respect of the newly established West African Oil Palm Research Institute. The Chief Secretary was also appointed Chairman of the West African Standing Advisory Committee on Medical Research.

107. The officer appointed to investigate the research needs of West Africa in agriculture and forestry continued his general survey. His recommendations included one, now being carried out, for research into maize rust disease.

108. Legislation to establish a new regional organisation, the West African Examinations Council, was enacted in the Gold Coast in December, and a Registrar was appointed early in 1952. Legislation will also be enacted by the other West African Governments to cover the establishment of the Council. The establishment of the Examinations Council, which will be responsible for co-ordinating examinations policy on a regional basis, and will itself conduct the examinations with the assistance of the United Kingdom examining bodies, is an important step in the direction of educational independence for the West African territories.

#### *East Africa*

109. *Kenya*.—In May, 1951, the Secretary of State (then Mr. Griffiths) visited Kenya to discuss changes in the constitution with the leaders of local opinion. In a statement to the House of Commons on the 31st May\*, he said that

\* 488 H.C. Deb. 5s. cols. 405-10.

he had been unable to secure agreement to major changes but found a willingness among the leaders of the local communities to try to reach agreement among themselves. At their request a consultative body would be set up within 12 months of the beginning of the life of the new Legislative Council in May, 1952, in order to examine future constitutional changes. This body would consist of leaders of unofficial opinion in Kenya under an independent chairman to be appointed from outside Kenya. Mr. Griffiths went on to say that certain interim adjustments to the composition of the new Legislative Council to be appointed in May, 1952, had been agreed. On the unofficial side these included the addition of one Indian, two African and three European seats thus bringing the total number of unofficials in the Council to 28. There was general agreement that the disparity between the numbers on the official and the unofficial sides was already too great for the efficient conduct of business : the official side in the new Council would, therefore, be increased from 16 to 26. The constitutional instruments have since been amended to enable the Governor, with the approval of the Secretary of State, to appoint to these additional posts on the official side members from within and from without the public service. At least one of these members will be an Arab.

110. Great pleasure had been caused to all communities in Kenya when Their Royal Highnesses Princess Elizabeth and the Duke of Edinburgh visited the territory and stayed for a short while at their Kenya home, which was a wedding gift to them from the peoples of Kenya. It was with special sorrow that the peoples of Kenya heard of the death of His late Majesty during the Royal visit which ended abruptly when Queen Elizabeth and the Duke of Edinburgh flew back to London.

111. The Kenya Local Government (County Councils) Bill was published. Its purpose is to set up in the Highlands area a system of local government based on that in the United Kingdom and complementary to that established for the African areas by the African District Councils Ordinance, to which reference was made in Cmd. 7958, paragraph 116. The Bill was drafted with the assistance of a newly appointed Adviser who has had long experience of English local government.

112. In January, 1952, the 3rd Battalion of the King's African Rifles left Kenya for service in Malaya. The Kenya Government also raised a voluntary labour force for service in the Canal Zone.

113. *Tanganyika*.—The Report of the Constitutional Development Committee was published in August, 1951, and contained important recommendations for altering the constitution of the Legislative Council and for the establishment of new inter-racial organs of local government. It proposed that the Legislative Council should comprise 21 official and 21 unofficial members with the Governor as a member and President, thus retaining for the present an official majority. It recommended that the 21 unofficial seats should be divided equally between the three main races, European, Asian and African. The Committee further recommended an administrative reorganisation, to supersede the existing provincial organisation, by which the territory would be divided into Regions under Regional Councils upon which wide financial and executive powers should devolve. In local government the Committee recommended the grouping of the present administrative districts into counties under County Councils which would possess full powers as local government bodies and would, except perhaps in the early initiatory stage, have elected unofficial majorities representative of all races. The development and strengthening of urban local government in the major townships was also recommended. Finally, the Committee suggested that a number of important questions arising from its recommendations should be the subject of a further enquiry and the Governor has appointed Professor W. J. M. Mackenzie, Professor of Government at Manchester University, as Special Commissioner, to supervise this investigation.

114. After completing the investigation the Commissioner will make recommendations on the proposal for regional administration, the constitution, functions and finance of County Councils, and the methods of election to be adopted in the appointment of unofficial members, both to the Legislative Council and to local government bodies. He will not, however, be concerned with the constitution of the Legislative Council, which the Secretary of State is considering in consultation with the Governor. Pending the recommendation of the Commissioner on administrative organisation no further Provincial Councils have been established.

115. The Constitutional Development Committee also recommended that an African be appointed to the Governor's Executive Council. This recommendation was accepted at once and Chief Kidaha Makwaia has been appointed to the Council.

116. Progress in developing the machinery of African local government in rural areas has continued, but only among the Chagga of the Moshi District of the Northern Province is there any specially important development to report.\* In response to representations by members of the Chagga tribe, the Governor appointed a committee of five Europeans and 26 Africans widely representative of the tribe to make recommendations on local government. As a result of these recommendations the tribal council and all subordinate councils have been considerably enlarged to provide for greater popular representation and a permanent chief of the tribe has been appointed by popular election to preside over the tribal council. At the same time measures were taken to separate the judicial and executive functions of the tribal government by creating a judicial committee of the tribal council and a magistracy independent of the administrative chiefs.

117. The Minister of State visited the territory in January, 1952, and had the opportunity of discussing with all communities matters of general interest, including constitutional questions.

118. *Uganda.*—After serving for seven years as Governor of the Protectorate, Sir John Hathorn Hall left Uganda in October, 1951, on his retirement. The period of his governorship was marked by notable progress, especially in the economic development of the territory and in the advance made towards the establishment of major industrial undertakings, including in particular the Owen Falls hydro-electric project. Sir Andrew Cohen, formerly the Assistant Under-Secretary of State in charge of the African Division of the Colonial Office, was appointed to succeed Sir John Hall and arrived in Uganda in January.

119. In May, 1951, the Secretary of State spent a few days in the Protectorate. In addition to meeting officials, unofficial members of the Legislative Council and leaders of the business community, Mr. Griffiths took the opportunity to see something of the latest industrial developments.

120. There has been encouraging progress in the provincial administration during the year. For the first time the Buganda Government estimates were submitted to the Lukiko for debate, having been drawn up by the recently reconstructed Lukiko Finance Committee. This represents an important advance towards democratic control over the expenditure of public funds. In the Western Province, with the co-operation of the Ankole Administration, a start has been made with the extension of the Kigezi Resettlement Scheme in the largely uninhabited areas on the edge of the Igara escarpment in Ankole, with financial assistance from the Protectorate Government. In the Northern Province, new constitutions have been introduced into both the Acholi and Lango local governments. In all districts there is evidence of a growing sense of responsibility in the District Councils and

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\* A memorandum on the Development of African Local Government in Tanganyika, intended primarily for the use of the local Administration, was published in July, 1951 (Colonial No. 277). It contains a brief historical survey and a detailed statement of the forms of local government operating in the various parts of the territory.

a realisation of the value of these institutions, which as a result are doing a great deal of useful work.

121. *Zanzibar*.—The election of Arab and Indian members of the Legislative Council has been postponed pending the consideration of certain amendments in the constitution, which may be necessary before any system of election can be satisfactorily introduced. One additional Local Council was established during 1951 but it is proving difficult to awaken interest in local government among the rural population.

122. His Highness the Sultan of Zanzibar Seyyid Sir Khalifa Bin Harub celebrated the fortieth anniversary of his accession in December, 1951.

123. *East Africa High Commission*.—The High Commission met in July, 1951, and in January, 1952. At the former meeting the High Commission considered certain aspects of economic policy and the development of civil aviation and of transport within the region.

124. Under the East Africa (High Commission) Order in Council, 1947, the life of the Central Legislative Assembly was due to end on the 31st December, 1951, unless steps were taken to extend it. During the year the Legislative Councils of the three East African territories and the Central Legislative Assembly itself all passed resolutions asking that the life of the Assembly be prolonged. Accordingly the East Africa (High Commission) (Amendment) Order in Council, 1951, extended the life of the Assembly until the 31st December, 1955. It also provided for the appointment or election of new members to the Council for the second four-year period and for a slight alteration in the composition of the Kenya membership of the Assembly.

125. The Assembly met four times during the year. The last meeting took place in January, 1952, and was thus the first meeting of the reconstituted Assembly. Among the Bills passed into law the most important was the East African Posts and Telegraphs Act, which set up the East African postal system on a unified legal footing.

126. *Somaliland Protectorate*.—An important development during the year has been the foundation of a new system of local government. About 130 Local Authorities have been established, District Councils have been appointed in each of the six Districts of the Protectorate, and Town Councils and Welfare Committees have been set up in the towns.

127. The District Councils represent all sections of the community and include members of the Local Authorities. The Local Authorities comprise a Headman with two to five members drawn from the sub-tribes. So far as is practicable the old tribal organisation has been maintained, but where tribes have become intermingled some Local Authorities have control over people of other tribes or sections. The powers originally given to the Local Authorities were similar to those in other British dependencies, i.e., limited powers for maintenance of law and order, control of local services, such as grazing, watering, etc., and responsibility for local taxes. Because of opposition from some of the tribes, however, it was agreed, on the advice of the Protectorate Advisory Council, that District Councils should decide which of the usual powers specified by Government are suitable for their own Districts.

128. Experiments are being made in certain areas in the election of members to the various local bodies and it is hoped that before long election will everywhere take the place of nomination.

129. The Governor's Council (a kind of embryo Executive Council set up by the Governor) is performing a useful function. The Protectorate Advisory Council is becoming of increasing value and a widening of its powers is being considered with the ultimate aim of replacing it by a Legislative Council on the usual colonial model.



130. Cordial relations with the neighbouring territories of Somalia, Ethiopia and French Somaliland have been maintained. The Governor arranged an interchange of visits between himself and his senior advisers and administrators and officials of the territories mentioned.

*Central Africa*

131. *Northern Rhodesia*.—At the end of April, 1951, the Secretary of State (then Mr. Griffiths) received a delegation from the Legislative Council of Northern Rhodesia to discuss constitutional matters. The delegation consisted of the Governor, Mr. R. Welensky, Mr. G. B. Beckett, Mr. P. Sokota and Mr. D. Yamba. Mr. R. P. Bush, the Secretary for Native Affairs, also took part in the discussions. During the talks there was a frank exchange of views on the Northern Rhodesia constitution. The Secretary of State told the delegation that in his view it would not be desirable to consider revisions in the constitution of Northern Rhodesia until they could be examined in the light of the proposals for closer association, which at that time had not been published. The Secretary of State therefore proposed to the delegation that further discussion of constitutional questions should be postponed pending the publication and consideration of the report of the conference on closer association. The delegation discussed this suggestion with their colleagues in the Legislative Council after their return to Northern Rhodesia and accepted the Secretary of State's proposal.

132. A delegation of four Members of Parliament, under the auspices of the United Kingdom Branch of the Commonwealth Parliamentary Association, visited Northern Rhodesia in August, 1951. They travelled extensively in the territory and had conversations with the Governor, with unofficial members of the Legislative Council and with officials both at the capital and in the provinces, and with representatives of various sections of the community.

133. On the motion of the Leader of the Unofficial Members, the Legislative Council voted a special contribution of £100,000 towards the cost of Commonwealth defence, as a token of gratitude and of a desire to participate in the defence of the Commonwealth.

134. The African Representative Council met three times during the year. The first meeting, in July, was a normal session. On the second occasion, in September, the Council was convened so that it might discuss the proposals in the closer association report and make known its views to Mr. Griffiths, who addressed the Council informally. A third session of the Council was held in December, 1951, to discuss the question of a definition of the policy of partnership.

135. The four Provincial Councils held their regular annual meetings. In addition, special meetings of each Council were held during Mr. Griffiths' tour of the territory to discuss the federation proposals, which had previously been discussed in the Native Authority and African Urban Advisory Councils. Mr. Griffiths spoke to informal meetings of the Eastern and Central Provincial Councils. He also addressed the Paramount Chief and the National Council of Barotseland and gave assurances that the agreement which constitutes Barotseland a protectorate will continue to be respected.

136. Legislation was passed during the year to make possible a reallocation of the receipts from the native tax between the Central Government and Native Authorities, so as to increase the Native Authority budgets. Another Ordinance constitutes local education authorities on which Native Authorities are to be represented. The process of introducing "departmental councillors" into the Native Authority Councils has continued, and these councillors, who have some practical experience of such subjects as agriculture and education, are proving their value.

137. *Nyasaland*.—There was no important change in the general political and constitutional structure in the Protectorate during the year. Political activity was concentrated mainly on the proposals for closer association which were discussed at consultations in London and at Victoria Falls (see paragraph 142 *et seq.*). The Secretary of State visited Nyasaland in August, 1951, on the way to Victoria Falls and had discussions with representatives of all sections of the community. On the 31st August he attended a meeting of the African Protectorate Council at which three African members were chosen to participate in the Victoria Falls conference on closer association. The Governor, Mr. P. M. Barrow and Mr. G. G. J. S. Hadlow (European unofficial members of Legislative Council) also attended the conference.

138. Two members of the delegation from the United Kingdom Branch of the Commonwealth Parliamentary Association who visited Central Africa spent five days in Nyasaland in August, 1951, and had discussions with representatives of the African, Asian and European communities.

139. In local government the policy of widening the representation of the Native Authorities Councils has been maintained. In the Blantyre District the Native Authority had been broadened by the inclusion of prominent unofficial African members, and non-chiefs now take part as of right in the enactment of laws and control of the finances of the native administration. African Urban Advisory Committees have been established in Blantyre and Limbe.

140. During 1951 Nyasaland celebrated her diamond jubilee as a British protectorate. Ceremonial parades of the King's African Rifles were held and there was a special issue of postage stamps and medallions. An exhibition held at Blantyre attracted considerable interest, and it is hoped that, in due course, the exhibits will form the nucleus of a Nyasaland Museum.

141. In January, 1952, the 1st Battalion of the King's African Rifles left Nyasaland for service in Malaya.

142. *Closer Association*.—As reported in paragraph 148 of Cmd. 8243, a conference of officials was held in London during March, 1951, to discuss the question of the closer association of the three Central African territories of Southern Rhodesia, Northern Rhodesia and Nyasaland. In June the officials' report was published as a White Paper (Cmd. 8233). It was unanimous on all points. Its main recommendation was that closer association between the three territories ought to be brought about and that the need for this was urgent. It recommended further that this should be done not by amalgamation of the three territories but by federation and it put forward in some detail a scheme framed to take account of the special features of the Central African situation, including the self-governing status of Southern Rhodesia and the protectorate status of the two northern territories, and designed in particular to provide substantial safeguards for the interests of Africans. Under the proposals in the report those matters most closely affecting the life of Africans would come within the territorial and not within the federal sphere; and within the territorial sphere the Northern Rhodesia and Nyasaland Governments would remain responsible as at present to H.M. Government in the United Kingdom.

143. Simultaneously with the report there were published a Geographical, Historical and Economic Survey of the area (Cmd. 8234) and a Comparative Survey of Native Policy in the three territories (Cmd. 8235).

144. In a statement in the House of Commons on the day of publication\* Mr. Griffiths, the then Secretary of State for the Colonies, made it plain that neither the United Kingdom Government nor the other Governments concerned were at

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\* 488 H.C. Deb. 5s. cols. 2315f.

that stage committing themselves to acceptance of any of the particular proposals in the report, which was being published solely as a basis for consideration and discussion. He added, however, that the proposals appeared to the United Kingdom Government to embody a constructive approach to the problem which deserved the careful consideration of all the peoples and Governments concerned. He announced at the same time that he hoped to visit the Central African territories in the near future together with the Secretary of State for Commonwealth Relations to discuss the matter fully with representatives of the European and African inhabitants and other communities in the territories concerned. In the light of these discussions a conference would be called, attended by Southern Rhodesian Ministers and representatives of the Governments and European and African communities of the two northern territories.

145. Mr. Griffiths also drew attention in his statement to the fact that the report recorded the strong and unanimous belief of all members of the conference that economic and political partnership between Europeans and Africans is the only policy which can succeed in the conditions of Central Africa.

146. On the 1st August the question of closer association was debated in the House of Lords on a motion by Lord Swinton\*.

147. At the end of August and the beginning of September Mr. Griffiths visited Nyasaland and Northern Rhodesia and his visit was followed by a conference at Victoria Falls from the 18th to the 21st September which was attended also by the Secretary of State for Commonwealth Relations (who had been visiting Southern Rhodesia), Southern Rhodesian Ministers, and the Governors and leading unofficials, both European and African, from Northern Rhodesia and Nyasaland.

148. In a communiqué published on the 21st September, 1951, it was announced that, with the exception of the African representatives, the conference had shown itself favourable to the principle of federation. The representatives of African interests in Northern Rhodesia explained that Africans there would be willing to consider the question of federation on the basis of Cmd. 8233 after the policy of partnership in Northern Rhodesia had been defined and, as so defined, put into progressive operation. There was general agreement at the conference that economic and political partnership between Europeans and Africans was the only policy under which federation could be brought about in the conditions of Central Africa, and it was recognised that any scheme of closer association would have to give full effect to that principle. The conference recognised the advantages which (if an acceptable scheme with adequate safeguards for all could be agreed upon) would arise from the common handling of problems that transcend territorial boundaries. They also recognised, however, that one of the main obstacles to the general acceptance of a federal scheme rested in the apprehension felt by Africans in the two northern territories that federation might impair their position and prospects in the respective territories.

149. The conference therefore agreed that in any further consideration of proposals for federation :

(i) The protectorate status of the two northern territories would be accepted and preserved. This, therefore, excluded any consideration now or in the future of amalgamation of the three territories unless a majority of the inhabitants of all three territories desired it.

(ii) Land and land-settlement questions in Northern Rhodesia and Nyasaland must remain (subject to the ultimate authority of H.M. Government in the United Kingdom) the responsibility of the territorial Government and Legislature in each territory and not of any federal authority. The land rights

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\* 173 H.L. Deb. 5s. cols. 170f.

of the African people in Northern Rhodesia and Nyasaland must remain secured in accordance with the existing Orders in Council on the subject.

(iii) The political advancement of the peoples of Northern Rhodesia and Nyasaland, both in local and territorial government, must remain (subject to the ultimate authority of H.M. Government in the United Kingdom) the responsibility of the Government and Legislature of each territory, and not of any federal authority.

It was further agreed that, if any form of closer association were eventually decided on, all these rights should be enshrined as an integral part of the constitution.

150. The conference did not reach the stage of discussing details of the constitution and powers of the federal Parliament. It had been made clear before the conference was held that there was no intention of reaching decisions there which would be binding on any Government, and it became clear during the conference that further discussion within each territory and exchanges of views between the four Governments would be necessary. The Victoria Falls conference therefore adjourned in the hope that the position could be sufficiently clarified to enable it to reassemble in London towards the middle of 1952.

151. On the 21st November, 1951, the present Secretary of State made a statement in the House of Commons\* which was subsequently published as Cmd. 8411. He announced that H.M. Government had studied the statement issued at the conclusion of the Victoria Falls conference and were in full agreement with it. He added that in their view the recommendations in Cmd. 8233 achieved the two essential aims of any scheme of closer association; they provided effective and representative machinery for the handling of common Central African problems and they contained full and adequate safeguards for African interests. H.M. Government would accordingly favour a scheme of federation between the three territories on the general lines recommended in the officials' report, and, while they recognised that African opinion in the two northern territories had declared itself opposed to the proposals, they trusted that in the light of the assurances agreed upon at the Victoria Falls conference, and of the economic and other advantages of closer association, Africans would be prepared to accept them. Mr. Lyttelton then drew particular attention to the assurances about protectorate status and land settlement questions, and the political advancement of the peoples of Northern Rhodesia and Nyasaland which had been unanimously agreed upon at the Victoria Falls conference. He emphasised that H.M. Government were most anxious that there should be no delay in reaching final conclusions but that before decisions could be taken by Governments further discussion within each territory and between the four Governments would be required. H.M. Government therefore endorsed the proposal that the conference should be resumed about the middle of 1952 and promised to do all they could to ensure that the intervening period was used to the best advantage for the necessary preliminary discussions.

152. In Northern Rhodesia, following the Victoria Falls conference, there was considerable discussion of the definition of the policy of partnership. The question was discussed by the African Representative Council in December, 1951. The Council decided that it did not wish to take part in the preliminary definition of partnership but wished a definition to be prepared by the Government and to be referred to the Native Authority Councils, the Urban Advisory Councils and the Provincial Councils and finally be considered by the African Representative Council. Once this had been done the African Representative Council said that it might be prepared to consider federation on the lines proposed in Cmd. 8233. The Council also recorded that it had heard "with great concern the statement made by the

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\* 494 H.C. Deb. 5s. cols. 392f.

Secretary of State on the 21st November, 1951 " and considered " that it was too early for him to have made an open statement on the matter".

153. In January, 1952, the Secretary of State for the Colonies and the Secretary of State for Commonwealth Relations had discussions with the Prime Minister of Southern Rhodesia and with the Governors of Northern Rhodesia and Nyasaland about the criticisms which had been expressed in the three countries of the proposals made in Cmd. 8233. As a result of these discussions they asked the Governments of Southern Rhodesia, Northern Rhodesia and Nyasaland to inform H.M. Government and each other before the 1st March of any modifications to the officials' proposals that any of the Governments might consider desirable. They suggested to those Governments that a full conference should then be held in London towards the end of April to consider the modifications suggested by any of the Governments concerned and to formulate a final draft scheme of federation.

154. On the 4th March a debate took place in the House of Commons on Central African federation.\* During the debate the Secretary of State announced that he intended to invite the three Governments to take part in a further and final conference before the question of ratification or abandonment of the federal scheme was put to the Governments concerned. It is hoped that the second conference will take place in July, 1952.

155. *Central African Council.*—Pending the discussions of proposals for a Central African federation, no action has been taken on the proposal that the Council should be replaced by a Rhodesia-Nyasaland Conference. A meeting of the Council was held in December, at which it was decided to set up a Commission to make recommendations on the establishment of a College for the Higher Education of Africans in the region. It is hoped that the Commission will sit during 1952.

156. The Inter-Territorial Hydro-Electric Power Commission reported in favour of the erection of a dam and power station at the Kariba Gorge on the Zambesi. This project is now being further investigated.

#### (b) The Far Eastern Territories

157. *Federation of Malaya.*—In spite of the unremitting efforts of the Malayan Governments and the Security Forces, supported by many public spirited people from all communities, the situation in Malaya remains serious. The Communist assault has in the military sense been contained but the toll of attacks and atrocities has continued through the year. During the autumn of 1951 new measures were introduced by Government in an intensified effort to stamp out terrorism. Many of these measures are still in train and it is too early yet to assess their effect.

158. The Security Forces were again expanded during the year. Two battalions of King's African Rifles and one battalion of Fijians arrived recently in Malaya. The Malay Regiment was expanded to five battalions and a sixth is now being raised : 10 Malay cadets have recently passed out from Sandhurst. The High Commissioner stated in his address to the Legislative Council in March that one of his main objectives would be the formation of a " Federation Army " consisting of the Malay Regiment and of a Federation Regiment open to all communities in Malaya. The total strength of the Home Guard was raised by the end of February, 1952, to about 198,000, of whom 110,000 are Malays, 74,000 Chinese and 9,000 Indians.

159. The police force was also greatly expanded. At the end of 1951 there were 22,000 regular police (including those in the newly formed Jungle Companies) and about 38,000 special constables.

160. The Briggs Plan for the resettlement of Chinese squatters is now well advanced. By February, 1952, about 400,000 out of approximately 450,000 squatters had been resettled. The physical resettlement, though in itself a great

\* 497 H.C. Deb. 5s. cols. 208f.

administrative achievement, is, however, only a stage towards the attainment of the final goal, which is to bring the Chinese squatters under effective and sympathetic administration and to help them to develop a sense of civic responsibility and a genuine Malayan loyalty. The plan is now in the crucial state of consolidation. The Government, with the assistance of the Malayan Chinese Association, is concentrating its efforts on the provision of social amenities such as schools and medical services. Home Guards have been, or are being, formed in all resettlement areas (or, as they are now known, "New Villages"), and strenuous efforts are being made to provide adequate protection against open attack or subversive infiltration. Democratically elected village committees are set up to share in the administration of the areas. The Communist reaction to resettlement has been sharp: there have also been a number of vicious terrorist attacks on resettlement areas and there is no doubt that the Communists are making strenuous efforts to set up cells within the new settlements. The Government is doing everything possible with the resources at its disposal to counter Communist infiltration and so consolidate the advantages of the Briggs Plan.

161. The level of terrorist incidents has been, on the whole, slightly higher than that of the previous period. A high proportion of these is made up of attacks against "soft targets" such as rubber-tree slashing and damage to estates and mine property. Other forms include the holding up of food lorries, railway sabotage and ambushes. The Communists have also made attempts to intimidate labour, mainly on European-owned estates, and achieved a considerable temporary success in this way in Negri Sembilan during November, 1951.

162. From the beginning of the Emergency until the 31st March, 1952, terrorist casualties were at least:

Killed	...	...	2,940
Wounded	...	...	1,492
Surrendered	...	...	702
Captured	...	...	894

During the same period civilian and Security Forces' casualties were:

Civilians killed	...	...	1,942
(of whom 1,250 were Chinese)			
Civilians wounded	...	...	1,169
„ missing	...	...	518
Security Forces killed	...	...	1,379
„ „ wounded	...	...	1,784

163. Terrorist casualties are growing heavier and Security Forces' casualties have also risen slightly. Contacts have increased considerably, partly because more information has been made available to the Security Forces, and partly because resettlement and food control measures have forced the terrorists to take greater risks. After three years of active operations both Government forces and terrorists are fully experienced in guerrilla warfare and operations during the past year have shown a new standard of tactical skill.

164. There have been fewer murders of civilians. Of those killed from the beginning of the Emergency to the 31st March, 1952, 89 were Europeans, of whom 26 were killed in 1951.

165. It was a tragic loss to Malaya when in October, 1951, the then High Commissioner, Sir Henry Gurney, was murdered in a terrorist ambush. By his far sighted policy and effective personal leadership Sir Henry had gained the trust and admiration of the people of Malaya and his death shocked the country. The effect of this outrage, followed shortly after by another ambush resulting in 22 casualties among the Security Forces, justified the description of October as a black month, and in November the situation remained very grave. Morale was seriously lowered throughout the country, but there was soon evidence that these

heavy blows were having some effect in uniting the people of Malaya in opposition to terrorism and preparing them for a new and more determined effort to put an end to it.

166. Mr. Lyttelton took the first opportunity on assuming office as Secretary of State to visit Malaya and Singapore in November and December, 1951. During his visit he had talks with the Rulers, members of the Government, party leaders and representatives of all communities. On leaving, he outlined a six-point plan of action in Malaya : unified direction of forces, military and civil; reorganisation of the police; improved education; better protection for resettlement areas; recruitment of Chinese to a reorganised Home Guard; and a review of the terms of service and recruitment standards of the Civil Service. These points have subsequently been amplified and comprehensive measures to assist the Malayan Governments in their task have been approved by H.M. Government. Some of these measures naturally remain secret but many of them are being disclosed from time to time, as effect is given to earlier decisions on policy.

167. The new High Commissioner, General Sir Gerald Templer, took up office on the 7th February. His directive reaffirms H.M. Government's policy of political advancement in the Federation but emphasises that the primary task must be the restoration of law and order and that Britain will not lay aside her responsibilities in Malaya until Communist terrorism has been defeated and the partnership of all communities, which alone can lead to true and stable self-government, has been fairly established. In order that administrative and military policies may be more closely co-ordinated, the new High Commissioner also assumed the role of Director of Operations with operational command over all armed forces assigned to operations in the Federation. He is assisted by a Deputy Director of Operations and by a Deputy High Commissioner.

168. Lieutenant-General Sir Harold Briggs left Malaya in November, 1951, and was succeeded as Director of Operations (Deputy Director from February, 1952) by General Sir Rob Lockhart. Mr. D. C. MacGillivray, formerly Colonial Secretary, Jamaica, was appointed to the new post of Deputy High Commissioner.

169. Inevitably the Communist attack has delayed the orderly process of development in many different directions, but every effort has been made to ensure that social, economic and political developments in Malaya should not be frustrated by the Emergency. The Federal Executive Council has been enlarged from 14 to 20 members, including the Deputy High Commissioner. The Federal War Council has been abolished and its functions transferred to the Executive Council to ensure that there should be no division of responsibility or effort at the highest level. Malaya has had its first elections for seats on the Municipal Councils in Malacca, Penang and Kuala Lumpur which now have elected unofficial majorities. These elections were contested by the main communal bodies and also by newly-formed political parties. Elections will follow in the other main townships as early as possible : these are an important preparation for later State elections. Village Committees are elected by secret ballot in resettlement areas. Draft Bills aimed at broadening the basis of citizenship have passed their second reading and have been examined by a Select Committee whose report is now under consideration. Growing national consciousness was marked by the launching, in July, 1951, of the non-communal Independence of Malaya Party and there have been other indications that responsible leaders of all parties realise the paramount necessity for healthy political development on a basis of inter-communal understanding and friendship. It is vital for the future of Malaya that this realisation should spread to the mass of the people and be reflected in an ever increasing accord between the separate communities which must form the united Malayan nation of the future.

170. In furtherance of rural, economic and social development, the Rural and Industrial Development Authority has provided money, organisation and technical

skill for a variety of improvements, in many places undertaken by villagers (see also paragraph 269).

171. The Federation of Malaya, Singapore, North Borneo, Sarawak and Brunei participated in the Colombo Plan Exhibition in Ceylon early this year and had their own pavilion near that of the United Kingdom.

172. *Singapore*.—There have been fewer terrorist outrages in Singapore than in the previous year. The Police Special Branch carried out several successful operations, notably the arrest from January, 1951, onwards of members of the Anti-British League (affiliated to the Malayan Communist Party) and the capture of the Communist printing press in August.

173. The Report of the Commission of Enquiry, headed by Sir Lionel Leach, into the riots of December, 1950, was published in August, 1951. It was critical of certain officers, drew attention to serious deficiencies in the Police Force, and recommended various measures of police reorganisation. The Government had already taken urgent action on the most obvious weaknesses disclosed by the riots and the process of police reorganisation has continued throughout the year. A tribunal with a judicial chairman was set up to enquire into criticism of the conduct of individual police officers made in the Leach Report. The report of this tribunal was published in March together with a statement of the decisions of the Singapore Government and the Secretary of State. The officers were exonerated from specific charges (of negligence and, in three cases, of attempting to mislead the Commission) ; but the Acting Commissioner of Police at the time of the riots has been required to retire from the service, and one officer, who has since retired, while cleared of a specific charge of gross negligence and found to have acted throughout with a full sense of responsibility and devotion to duty, was considered by the Secretary of State and the Singapore Government to have incorrectly handled the situation in front of the Supreme Court.

174. The second of Singapore's triennial elections to the unofficial seats on the Legislative Council took place on the 10th April, 1951. Six of the nine seats were won by the Progressive Party, two by the Labour Party, and one by an Independent.

175. A firm of business consultants has been engaged to conduct a general examination and overhaul of Government administrative methods.

176. In June, 1951, the Secretary of State (then Mr. Griffiths) announced that the administration of the Cocos or Keeling Islands would be transferred from the Government of Singapore to the Government of Australia in order that the latter may develop the airfield on the islands.\*

177. The granting on the 22nd September, 1951, of a Royal Charter raising Singapore to the dignity of a city was the occasion for widespread public celebration.

178. During his visit to South-East Asia in November and December, 1951, Mr. Lyttelton spent several days in Singapore and met representatives of the various communities and interests of the Colony.

179. *Borneo Territories*.—The Superior Courts of the Colonies of Sarawak and North Borneo and the State of Brunei were replaced on the 1st December, 1951, by one Supreme Court of Judicature for the three territories, consisting of a High Court and a Court of Appeal. Provision was also made for regulating appeals from the Court of Appeal to the Sovereign in Council.

180. *North Borneo*.—The closer association of the inhabitants of both rural and urban areas with the management of their own affairs is a cardinal aim of policy and important legislation was enacted during 1951 to provide a suitable framework for the development of local government in rural areas. In addition a full time

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\*489 H.C. Deb. 5s. cols 92f.



chairman was appointed to the Sandakan Sanitary Board which it is hoped to raise to municipal status in 1952.

181. Reconstruction and development continued and considerable rebuilding and improvements in the communications system were accomplished, in spite of serious labour and supply difficulties.

182. *Sarawak*.—Notable progress in local government is being made in Sarawak and a local authority was set up for the Township of Sibu on the 1st January, 1952. The emphasis is now on establishing local authorities based upon a geographical area rather than on the traditional racial pattern, and in 1952 when, in addition to Sibu, multi-racial local authorities are established in Mukah and Limbang, more than 24,000 Chinese will be brought within the sphere of local government. These experimental measures are regarded as of great importance and, if successful, will constitute the pattern of large-scale development in local rule.

183. Trade and commerce have flourished and considerable progress has been recorded in the development of the Colony's communications system. Long-term plans for this and other developments are being vigorously tackled within the limits of the physical resources available.

184. *Brunei*.—His Highness Omar Ali Saifudin, who succeeded his elder brother, was crowned with traditional ceremony and splendour on the 31st May, 1951, at Darul 'Salam.

185. Reconstruction of war damaged buildings, including the hospital and Astana (the Sultan's Palace), has proceeded satisfactorily. Oil production has continued to expand and is expected to reach the record figure of approximately five million tons in the 12 months ending on the 31st March, 1952. Progress has been recorded in the development of agriculture and of the social services and in forest reservation.

186. *Hong Kong*.—Events in Hong Kong during the year have been dominated by the restrictions on trade with China consequent on the intervention of that country in the war in Korea and, more recently, by the uncertainty about the outcome of the armistice negotiations. The strength of the garrison of the colony has therefore been maintained. The Secretary of State, when he visited Hong Kong in December, 1951, declared that H.M. Government are resolved to maintain their position in Hong Kong, and will discharge to the utmost of their ability their responsibilities towards the colony as regards both defence and the welfare of the population. In order to be prepared for any emergency, the Hong Kong Legislative Council passed an ordinance in August, 1951, enabling the Government to call up all residents who are male citizens of the United Kingdom and the Colonies for service in the Royal Hong Kong Defence Force, the Special Constabulary or the Essential Services Corps.

187. The dispute about the ownership of certain aircraft which was mentioned in last year's report is still *sub judice*. An appeal by the plaintiffs to the Full Court was dismissed, but provisional leave to appeal to the Privy Council was granted on the 26th January, 1952.

188. Owing to the United Nations' policy of controlling strategic exports to China and to the embargo by the United States on trade with China the volume of trade has declined substantially. However, the fall in imports has had a more serious effect on Hong Kong's industry than on its entrepôt trade, and the cotton industry in particular has suffered. Owing to a shortage of materials many factories, especially the small marginal firms and cottage industries, have had to close or lay off staff. It is estimated that 50,000 are unemployed out of a potential labour force in industrial occupations of about 200,000. Against this must be set the enterprising way in which Hong Kong industry is looking for new markets and

contacts abroad ; and the belief in the future of Hong Kong reflected in the building of schools, houses, hospitals and reservoirs and in the proposals for the establishment of an endowment fund for the University out of Japanese assets in the colony.

(c) **The West Indian Territories, with Bermuda and the Bahamas**

189. *Development of Closer Association.*—The Legislatures of Jamaica, Trinidad and the four colonies in the Windward Islands group adopted resolutions in favour of political federation on the basis of the report of the Standing Closer Association Committee (Colonial No. 255). Similar resolutions were passed by three of the four Leeward Islands Presidencies (Antigua, Montserrat and St. Kitts) but the report was rejected by the Legislature of the Virgin Islands. It was also rejected by the Legislature of British Guiana. In Barbados the report was accepted by the House of Assembly but has yet to be considered by the Legislative Council. The report has still to be considered by the Legislature of British Honduras. The West Indian Governments, with the exception of British Guiana, which may be represented by an observer, have been invited to a conference to be held in London this year to discuss the details of federation.

190. A land mark in economic co-operation was the inauguration of the Regional Economic Committee of the British Caribbean Governments in May. The Committee, which is advisory, has met several times during the year and is to assume executive responsibility for the Trade Commissioner Service in Canada and a similar service which is to be established in the United Kingdom.

191. The work of the Development and Welfare Organisation continued under the direction of the Comptroller, Sir George Seel. The services of the Organisation's team of Advisers continued to be in steady demand, and this aspect of the Organisation's work is recognised throughout the region as being one of its most valuable functions. The Organisation's Headquarters at Hastings House, Barbados, has been the centre of a number of regional conferences and discussions.

192. *Bahamas.*—The tourist trade has continued to expand and there are hopes that the Butlin Vacation Village, which met with financial difficulties, will be taken over by a new company and reopened.

193. There has been increased industrial activity. The Abaco Lumber Company Ltd. has entered into a contract to supply pit-props to the National Coal Board in addition to its normal output of sawn timber, and the scope of the salt industry on Great Inagua has been expanded to include the production of magnesite.

194. *Barbados.*—A general election in December, 1951, returned Mr. Grantley Adams' Labour Party with a substantial majority.

195. *Bermuda.*—In January, 1952, the Legislative Council approved, with additional recommendations, the report of a Commission of Enquiry appointed by the Governor in September, 1950, to investigate the growth of population and illegitimacy. The report, which caused widespread interest, has now to be considered by the Executive Council.

196. The growth of the tourist industry combined with an increase in the population has resulted in shortage of land for housing, schools, public and commercial buildings, hospitals, etc. The release of surplus Admiralty and War Department lands to the Colonial Government is under consideration.

197. *British Guiana.*—The report of the Commission appointed to consider constitutional questions in British Guiana was published in October, 1951, together with a despatch from the Secretary of State (then Mr. Griffiths) to the Governor (Colonial No. 280). In his despatch the Secretary of State agreed in principle with the Commission's main recommendations in favour of universal suffrage, an

increased elected majority in the Legislative Council, and ministerial responsibility for elected members. On the one issue on which the members of the Commission were not unanimous, viz., whether the new legislature should consist of one or two chambers, the Secretary of State expressed himself in favour of a bicameral legislature.

198. The proposals for a bicameral legislature provide for a House of Assembly of 24 elected representatives and three *ex officio* members ; a State Council of nine members, of whom six would be nominated by the Governor and the remainder appointed by him in the ratio of two to one upon the recommendation of the majority and minority groups in the House ; and an Executive Council consisting of the Governor as President, the Chief Secretary, the Financial Secretary, the Attorney General and seven unofficial members of the Legislature, six of whom would be chosen by ballot from among members of the House of Assembly.

199. The majority of the members of the present British Guiana Legislative Council have expressed themselves as generally in favour of the recommendations of the Constitution Report ; their criticisms of certain details are now being considered. An amendment to the Legislative Council (Elections) Ordinance to provide for the introduction of universal adult suffrage was passed by the Legislative Council on the 31st January, 1952.

200. *British Honduras.*—The Commission of Unofficials set up by the Governor in 1948 to consider constitutional reforms submitted their report, and it was considered by the Legislative Council, which in November, 1951, referred it to a select committee of the unofficial members.

201. In August, 1951, the Governor, after considering a resolution by the Legislative Council and certain petitions from the public, dissolved the Belize City Council and replaced it by a nominated council. Fresh elections took place on the 19th March, 1952.

202. The preparation of the second stage of the immediate development plan for the colony was completed and submitted to the Secretary of State during the year. This stage of the plan involves a total expenditure of £1,888,210 on agriculture, forestry, communications and public and social services.

203. Guatemala continues to assert its claim to sovereignty over the territory of British Honduras.

204. *Jamaica.*—The outstanding event of 1951 was the hurricane of the 17th August. The worst devastation was in the south-east part of the Island, but practically all areas suffered damage from the high winds and heavy rain. One hundred and sixty-eight lives were lost and many thousands of families made homeless. Crops were destroyed and soil washed away, banana trees throughout the Island were blown down, coconuts in the south-east were badly damaged, as were many of the food-bearing trees, such as breadfruit. Some public buildings were destroyed and others damaged and many roads and bridges were damaged or washed away.

205. All the resources of the Jamaica Government were at once concentrated on relief. The Red Cross and other voluntary organisations did important work. The Army and Navy helped greatly, particularly in restoring communications. The Governor opened a Fund to finance immediate relief and to help the poorer people to repair their houses. Their Majesties the King and Queen and other members of the Royal Family sent donations. H.M. Government gave £250,000. Donations from the public in the United Kingdom, the Commonwealth and all over the world reached £450,000. Many gifts of clothing and supplies were also received.

206. From the first, the Government of Jamaica saw the problem as essentially one of restoring the productive capacity of the Island, not merely one of relief.

They represented their needs to H.M. Government, which agreed, subject to Parliamentary approval, to help with grants of up to £3,100,000 and interest-free loans of up to £1,500,000. Detailed schemes were approved by H.M. Government providing for the following use of the money :

	<i>Grant</i>	<i>Loan</i>
	£	£
(i) Agriculture ... ..	1,195,000	495,000
(ii) Housing ... ..	1,240,000	1,010,000
(iii) Buildings, roads, bridges ... ..	650,000	—

By the end of the year £2,170,000 of the total sum had been issued to the Jamaica Government.

207. Free seed was distributed so that food crops could be replanted without delay. The restoration of banana production began within a few days of the hurricane and £500,000 of the provision for agriculture is to supplement the industry's own reserve funds. It is hoped to resume large-scale export about the middle of 1952. Other schemes provide for helping to restore coconut production, for grants and loans to restore farms, for establishing plant nurseries and for buying mechanical equipment to be hired to farmers.

208. Building materials worth £500,000 were distributed in small issues to help people to make their houses weatherproof. The housing programme provides for the building of one-roomed houses and for loans to enable householders to finance their own repairs. The programme also includes £80,000 to restore damage at the University College of the West Indies. £150,000 is for the repair of denominational schools. The heavy cost, upwards of £1,000,000, of repairing buildings of local authorities is being met by the Government of Jamaica.

209. The effect of the hurricane on the Island's economy can hardly yet be judged. There was great material damage and loss of export crops. Because food crops were destroyed, imports of food increased and the cost of living rose. But, with the large sums provided by H.M. Government, restoration is going ahead vigorously without exhausting the reserves of the Government of Jamaica.

210. Legislation passed during the year included measures to set up Agricultural and Industrial Development Corporations. The Public Service Commission Law was enacted and in January, 1952, the Commission was set up.

211. Elections for the Parochial Boards and for the Kingston and St. Andrew Corporation were held in June, 1951. The People's National Party won 86 seats (a gain of 35), the Jamaica Labour Party won 53 seats (a net loss of 4) and Independents won 60 seats (a net loss of 31). The P.N.P. retained control of the Kingston and St. Andrew Corporation and Mr. Ken Hill was elected Mayor.

212. *Leeward Islands*.—New constitutions providing for universal adult suffrage, elected majorities in the Legislative Councils and the election to each Executive Council of three elected members from the Legislative Council were introduced in Antigua and Montserrat at the end of 1951. Legislation to effect similar changes in St. Kitts is before the Legislature. In elections held in December, 1951, in Antigua and in February, 1952, in Montserrat the Labour Parties secured all seats.

213. On the recommendations of a Commission of Enquiry cost-of-living allowances to Leeward Islands civil servants in Antigua, St. Kitts and Montserrat were doubled and the exchange allowance paid in the Virgin Islands was increased. An enquiry into salaries and the organisation of the Leeward Islands civil service will shortly be completed.

214. *Trinidad and Tobago*.—The 1950 constitution, which gave ministerial responsibility to elected members of Executive Council, has been working satisfactorily.

215. To meet the rising cost of living the Government set up a committee in August, 1951, to investigate ways of increasing local food production. An interim report was submitted in December; the committee considered that self-sufficiency should be regarded as the ultimate goal.

216. To deal with the serious problem of illegal immigrants a system of registration was established and by November, 1951, over 10,000 persons had applied for permission to remain in the colony.

217. *Windward Islands*.—Revised constitutions were introduced in all four colonies (Dominica, St. Lucia, St. Vincent and Grenada) in the latter half of 1951. These provided for universal adult suffrage, elected majorities in the Legislative Councils and the election to each Executive Council of three elected members from the corresponding Legislative Council. Elections under these new constitutions were held in the autumn.

218. The recommendations of a Commission of Enquiry that cost-of-living allowances should be doubled have been put into effect. Enquiries into the organisation of the Civil Service and into the salaries of Government officers are proceeding.

219. The widespread strikes in Grenada which were accompanied by some violence and arson, were brought to an end by an agreement made in April, 1951. Details were given in Cmd. 8243, paragraph 624.

#### (d) **The Mediterranean Territories**

220. *Malta*.—At the general election in May, 1951, again no party secured an absolute majority. Dr. Borg Olivier, the leader of the Nationalist Party (the largest party, with 15 members in a Legislative Assembly of 40 members) formed a Coalition Ministry with the Malta Workers Party (7 members). Fourteen of the remaining seats were held by the Malta Labour Party and four by the Constitutional Party.

221. A delegation from the United Kingdom Branch of the Commonwealth Parliamentary Association visited Malta in August, 1951.

222. *Cyprus*.—Under the Villages (Administration and Improvement) Law of 1950 Improvement Area Boards have been established in 36 of the biggest villages. The Boards, composed partly of officials and partly of representatives elected at village meetings, have powers and duties analogous to those of municipal corporations, and their operations may be assisted by loans or grants from central funds. The electors include women who have previously voted in Cyprus only in elections for members of Irrigation Divisions.

223. The Mufti, whose appointment was reported in paragraph 207 of Cmd. 8243, resigned and has not yet been replaced.

224. Agitation in favour of the union of Cyprus with Greece continued. Rival delegations were sent to Paris by the Right and Left parties at the time of the General Assembly of the United Nations in attempts to secure foreign support for the cause.

225. *Gibraltar*.—At the second session of the new Legislative Council controversy was aroused by the Government's introduction of an Income Tax Bill, which it was initially proposed should replace the trades tax, which was introduced in 1950 as an interim measure and has so far been the only form of direct taxation in Gibraltar. The Legislative Council has passed the Bill but has provided that the tax shall not come into force until the 1st April, 1953.

226. Thirteen deaths and widespread damage were caused on the 27th April, 1951, in a large explosion involving the Naval Armament Supply Vessel *Bedenham*.

Damage has quickly been made good in many places but the complete demolition of some buildings has been necessary. There was a splendid response in Gibraltar to the Governor's Disaster Appeal Fund for the bereaved and injured.

227. General Sir Kenneth Anderson's appointment as Governor comes to an end in May, 1952, and he left the Colony on retirement leave during March. He will be succeeded by Lieutenant-General Sir Gordon MacMillan.

#### (e) The Western Pacific Territories

228. Sir Brian Freeston, Governor of Fiji and High Commissioner for the Western Pacific, retired during the year. On his retirement a separate office of High Commissioner for the Western Pacific was created and the responsibilities of these two offices have been redistributed. The Governor of Fiji will in addition be responsible for the administration of the Pitcairn Island Group, and also for relations with the Protected State of Tonga. The High Commissioner for the Western Pacific will administer the Gilbert and Ellice Islands Colony and the British Solomon Islands Protectorate and will be the British High Commissioner for the Condominium of the New Hebrides. The Governor of Fiji will continue to represent the United Kingdom Government on the South Pacific Commission (see paragraph 822). The High Commissioner for the Western Pacific will move his headquarters from Suva in Fiji to Honiara in the British Solomon Islands Protectorate when the necessary buildings there have been erected.

229. Sir Ronald Garvey has been appointed Governor of Fiji in succession to Sir Brian Freeston and Mr. R. C. S. Stanley has been appointed High Commissioner for the Western Pacific. Both officers will assume duty during 1952.

230. The main island of the Fiji group, Viti Levu, suffered severe damage from a hurricane at the end of January, 1952. The damage is likely to exceed £1 million. Crops of sugar and bananas suffered severe damage and gold production was interrupted. The Governments of the United Kingdom and New Zealand each gave the Fiji Government £10,000, and gifts were also received from private individuals in both countries.

231. A cyclone in the New Hebrides caused heavy damage, mainly to the islands of Epi, Ambrym and Malekula, on the 24th and 25th December, 1951. One hundred and ten deaths were reported and over 4,000 people were rendered homeless. A number of small craft were wrecked and food crops suffered seriously. The British and French Authorities are co-operating in relief measures.

232. The British Solomon Islands Protectorate also suffered damage in January from a severe tropical storm. The wharves at Honiara, the capital, were destroyed, roads were blocked and bridges swept away. There was also considerable damage to native property and crops. Shipping has temporarily been diverted to Tulagi.

233. During the year an agreement was concluded by the High Commissioner for the Western Pacific leasing Caroline and Flint Islands (Southern Line Islands) to a French citizen from Tahiti for the purpose of working the coconut plantations on the islands.

234. In January, 1952, a unit of the Fiji Military Forces was despatched to Malaya to assist in the operations against terrorists in the Malayan jungle. During the year the first cadet from Fiji, a European, passed out of Sandhurst and will be commissioned in the Fiji Military Forces.

#### (f) Other Territories

235. *Aden*.—Mr. T. Hickinbotham, who had previously been Chairman of the Aden Port Trust, took office as Governor on the 3rd August, 1951.

236. A mission of experts under Mr. (now Sir Geoffrey) Clay, Agricultural Adviser to the Secretary of State, reported on technical, agricultural and financial problems connected with the Abyan Development Scheme. It found that the scheme was inherently sound and that, given prudent direction, the financial problem was manageable. Most of the recommendations of the mission are being implemented, but some are still under consideration in consultation with the Governor of Aden.

237. Normal diplomatic relations have been established between H.M. Government and the kingdom of the Yemen, with which relations had previously been conducted through the Governor of Aden. A Yemeni Minister has been appointed in London and a British Legation has been established at Taiz, the present seat of the Government of the Yemen, with Mr. M. B. Jacomb of the Foreign Service as Chargé d'Affaires.

238. *Mauritius*.—On the expiry of the term of office of the unofficial members of Executive Council, four unofficials were selected by the Legislative Council for appointment to the new Executive Council, in accordance with the provisions of the constitution. Two additional unofficials were appointed to the new Executive Council by the Governor.

239. The most significant political development of the year was the appointment of certain unofficial members of Executive Council to be Liaison Officers with certain Government departments. Liaison Officers have no executive functions, but assist in the preparation of departmental estimates, and take a special interest in the affairs of the department, especially when these are being discussed in Executive Council.

240. Ordinances authorising the setting up of Village and District Councils were enacted, thus giving legislative sanction to recent developments in local government.

241. The Salaries Revision Commissioner was at work during the year, and certain improvements in cost-of-living allowances were effected. Detailed recommendations for a revised salary structure are not yet available.

242. Two members of a delegation from the United Kingdom Branch of the Commonwealth Parliamentary Association to Central Africa, Mauritius and Malta, visited the colony in August, 1951.

243. *Seychelles*.—A general election was held to elect a new Legislative Council in September, 1951. After the elections, the Governor increased by two the number of unofficial members on Executive Council.

244. *St. Helena*.—Mr. A. C. Hands visited the Colony to make recommendations on the revision of salaries for the Civil Service.

245. *Tristan Da Cunha*.—The principal event of the year was the coming into service of the Tristan Development Company's new vessel m.v. *Tristania*. It is hoped that this will result in greatly increased catches of crawfish. The cannery has been in operation but is not yet firmly established.

246. An Ordinance has been enacted enabling the Administrator to make and enforce byelaws.

247. *Falkland Islands Colony*.—On the 14th November, 1951, the Falkland Islands (Legislative Council) (Amendment) Order in Council was made, reducing the number of official members in the Legislative Council from six to five and thereby giving the unofficial members a majority. At the same time the Governor was given normal reserve powers. This change was made in response to local wishes. The new Legislative Council met for the first time in March, 1952.

248. A revised plan of development spread over the next five years has been approved. The continued high level of wool prices is reflected in the general financial well-being of the colony.

249. *Falkland Islands Dependencies*.—The scale of British activity in the Dependencies was reviewed in the light of changing circumstances and it was decided to make an annual grant from United Kingdom funds to assist the Falkland Islands Dependencies Survey in maintaining bases in the area.

250. The Falkland Islands Dependencies Survey relief ship *John Biscoe* carried out the usual reliefs of British posts during the Antarctic summer of 1951-52. Besides the relief of the existing four bases, posts were re-established at Port Lockroy in the Palmer Archipelago and at Hope Bay on the Trinity Peninsula of Grahamland.

251. In November, 1951, the Governments of the United Kingdom, Argentina and Chile renewed for a further season their declarations regarding the despatch of warships to the Antarctic which were referred to in Cmd. 7958, paragraph 230. The frigate H.M.S. *Burghead Bay* made a routine visit to the Dependencies during the Antarctic summer to accompany the *John Biscoe* on her tour of some of the bases.

### CHAPTER III

#### ECONOMIC DEVELOPMENT

##### (a) Introduction

252. Despite shortages of some key materials, a decline in colonial export earnings in the second half of 1951, and some decreases in production, development expenditure of public and semi-public authorities was running during 1951 at an annual rate of approximately £100 million (see paragraph 484). The visible trade surplus in 1951 was slightly higher than in 1950, though in the second half of 1951 it fell very heavily. On the financial side, the year was one of continued buoyant revenues, though there were notable exceptions.

253. Production of some of the principal export commodities, e.g., tin, rubber, cocoa and cotton, was affected by various unfavourable factors and was lower than in 1950. On the other hand, production of sugar, oilseeds, copper and tobacco, among others, was higher.

254. The principal factor affecting the economic situation was the external balance of payments difficulties of the sterling area. The close interdependence in economic matters of the colonial territories, the United Kingdom and the sterling area as a whole was again emphasised by events. The maintenance of a substantial colonial dollar and overall surplus (see paragraphs 259-60) was still a factor of strength for the sterling area, and can be attributed not only to the high export prices in the early part of the year but to the anti-inflationary effect of fiscal and price stabilisation measures in the colonial territories. On the other hand, the decline in the colonial surplus in the second half of the year was one element in the situation which, combined with the growing overseas deficits of most other members of the area, led to the rapid fall in the central gold reserves towards the end of 1951. Action to remedy this situation was discussed at the meeting of Commonwealth Finance Ministers held in London in January, 1952. The Secretary of State for the Colonies was a member of the United Kingdom delegation and was assisted by advisers representing most of the major territories or regions.

255. It was announced at the conclusion of the meeting that the Ministers would put before their Governments proposals to ensure that the sterling area as a whole would be in balance with the rest of the world in the second half of 1952



and that similar proposals would be recommended to the colonial territories. It was also recognised that member countries would have to combat inflation and expand production, and that the area's financial resources were insufficient to meet its growing needs without investment from outside.

256. The proposals made to Colonial Governments after the meeting (see paragraph 392) were designed to enable their territories to make some further contribution to the restoration of the strength of sterling. Though in the past two years the colonial territories, taken as a group, have been in surplus, their interest in the strength of sterling derives from various considerations. Their currencies are linked with sterling, Colonial Governments' reserves are held in sterling, capital is freely transferable between them and other parts of the sterling area and they benefit in being able to draw on the central reserves in times of fluctuations in their trade. Most territories being producers of a small range of commodities for export are peculiarly liable to such fluctuations and their ability to draw on the central reserves is, therefore, a factor of strength provided the system as a whole is strong. In addition, the wide multilateral trading system which the area facilitates enables the trade of individual members to be carried on at a higher level than might otherwise be possible. Moreover it has been recognised that it will be impossible for the United Kingdom to give the colonial territories any substantial aid towards their development unless the strength of sterling can be maintained.

257. Certain of the measures taken to restore the strength of sterling, in particular restrictions on capital investment and the rise in the cost of capital as a result of disinflationary credit policy pursued in the United Kingdom, increased the difficulty of raising capital for development. This, together with material shortages, must continue to limit the expansion of the economies of colonial territories and the rate at which they can develop; it must also accentuate the necessity, already apparent in preceding years, to devote as much as possible of the available resources to development of a kind which will improve economic well-being.

#### (b) The Balance of Trade

258. A table summarising the balance of trade of the main groups of territories is given below ; more detailed figures of exports and imports are given in Appendices VII and VIII.

#### BALANCE OF TRADE, 1949-51

	£ million			
	1949	1950	1951 (1st half)	1951 (2nd half)
West Africa ... ..	+ 28	+ 58	+ 73	+ 1
East Africa ... ..	- 19	+ 2	+ 11	- 2
Malaya ... ..	- 15	+128	+117	+ 37
West Indies ... ..	- 16	- 12	- 3	- 12
Other Territories ... ..	- 9	+ 21	+ 11	+ 11
Total (excluding Hong Kong) ...	- 31	+197	+209	+ 35
Hong Kong ... ..	- 27	- 5	+ 15	- 42

Notes : Imports, c.i.f. ; excess of imports -.

Exports, f.o.b. ; excess of exports +.

259. A notable feature of colonial trade in 1951 was an increased flow of imports from non-sterling sources, including countries in the European Payments Union and Japan. Sterling imports, on the other hand, increased by a much smaller proportion in most territories. Increasing non-sterling imports, combined with the effect of some lower export prices in the second half of the year, greatly reduced

the large non-sterling surplus which the colonial territories, apart from Hong Kong, had earned in the first half of the year and in 1950. A division of trade balances into sterling and non-sterling is shown below :

£ million

	1950	1951 (1st half)	1951 (2nd half)
Total (excluding Hong Kong) ... ..			
Non-sterling ... ..	-183	+130	+ 6
Sterling ... ..	+ 14	+ 79	+ 29
Hong Kong			
Non-sterling ... ..	+ 3	+ 19	- 37
Sterling ... ..	- 8	- 4	- 5
Total ... ..	+192	+224	- 7

Although invisible transactions are of significance to the balance of payments of individual territories, they are not large enough, under present circumstances, to alter the general picture presented by the analysis above of the balance of trade.

260. Within the total non-sterling surplus accruing to the colonial territories in 1951, the dollar surplus was again a very important element. The table below is a continuation of that given in paragraph 255 of Cmd. 8243, the figures for earlier years having been revised.

#### COLONIAL TRANSACTIONS WITH THE DOLLAR AREA

*Estimated Payments and Receipts*

\$ million

	1949			1950			1951		
	1st half	2nd half	Year	1st half	2nd half	Year	1st half	2nd half	Year
							(Provisional)		
<i>Payments for Imports</i> (f.o.b.)									
West Africa ... ..	15	10	25	10	10	20	10	15	25
West Indies ... ..	55	45	100	35	30	65	40	50	90
Far East ... ..	35	25	60	10	10	20	20	40	60
Other ... ..	20	15	35	15	10	25	15	15	30
Total ... ..	125	95	220	70	60	130	85	120	205
<i>Receipts from Exports</i>									
West Africa ... ..	60	25	85	65	35	100	105	30	135
West Indies ... ..	30	30	60	25	35	60	40	30	70
Far East ... ..	125	95	220	115	190	305	245	140	385
Other ... ..	15	5	20	20	20	40	20	25	45
Total ... ..	230	155	385	225	280	505	410	225	635
<i>Other Transactions, net</i> (receipts)									
All territories ... ..	10	20	30	20	15	35	5	20	25
<i>Surplus ... ..</i>	115	80	195	175	235	410	330	125	455

Notes : (1) Sales of gold are not included.

(2) Figures for Hong Kong are less comprehensive than for other territories.

261. Most of the dollar surplus accrued during the first half of the year, partly because shipments of cocoa to North America are markedly seasonal, and because rubber prices were declining after a peak in March, 1951. Also, no tin was exported to the United States in the second half of 1951.

### (c) Development Plans

262. Almost all Colonial Governments have by now adopted long-term plans of economic and social development. Many of these have been revised since their initiation to take account of such new factors as rising costs and unforeseen changes in the Governments' financial resources, the general tendency being to place more emphasis on productive development. Details of the expenditure provided for in the various plans and of the sources from which they are being financed are contained in Appendix III.

263. Plans have been adopted in the period under review in the *Gold Coast* and *St. Kitts* and draft plans for *Antigua*, the *British Virgin Islands* and *British Honduras* were under consideration.

264. The Gold Coast plan (see also paragraph 89) provides for expenditure of £75 million, of which about 17 per cent is to be directly applied to increasing productive capacity in agriculture and industry, 35 per cent is to be devoted to communications, 33 per cent to social services and 15 per cent to common services and general administration. The plan will be financed partly from loans and ordinary revenue but mainly from an additional export duty on cocoa which was introduced in 1950 and further increased and consolidated in December, 1951. These sums do not include the cost of the Volta River Project, which is the largest single development scheme envisaged. The Gold Coast Government recognise, however, that if the Volta scheme proceeds it will be necessary to recast parts of the plan and to reassign certain priorities.

265. The Volta River Project envisages the construction of a dam on the Volta and the production of hydro-electric power to be used largely for an aluminium smelting industry. With this would be associated a new port east of Accra, extended railways and roads, distribution of electricity and irrigation of the Accra Plains. The cost of the publicly owned parts of the project is estimated at £65 million while the aluminium industry would involve expenditure of not less than £40 million by private enterprise.

266. Irrespective of whether and when the Volta River Project materialises, the Gold Coast Government have decided that a second major port for the Gold Coast should be built at Tema, 19 miles east of Accra. The port will be connected by rail with Accra and will serve the Volta River Project if this is undertaken.

267. Among the plans which have been revised is that of the *Kenya* Government. The total estimated expenditure under the plan during the 10 years ending in 1955 is now £35,489,500 compared with the previously approved programme of £20,751,500. Emphasis is placed on measures designed to improve the agricultural industry. Educational and health facilities also have a high priority. Other revised plans include those of *Tanganyika* (expansion of education and public health services and increased expenditure on communications, water supplies and development of natural resources), *Northern Rhodesia* (extension of the road-making and school-building programmes), *Nyasaland*, the *Falkland Islands* and *Jamaica*.

268. Development in the South-East Asian territories—the *Federation of Malaya*, *Singapore*, *North Borneo*, *Sarawak*, and *Brunei*—is proceeding within the framework of the Colombo Plan.\* All these territories exhibited at the Colombo Plan Exhibition which was held in Ceylon during February and March.

\* Further details will be found in the First Annual Report on the Colombo Plan, Cmd. 8529.

269. By the end of September, 1951, Development Boards had been established by the Rural and Industrial Development Authority in each of the States and Settlements of the Federation of Malaya. The Authority, which was itself set up in 1950, aims to assist the primary producer to develop a sound economy and to give him a larger share in the development of industry based upon his primary product.

270. The list of development plans given in Appendix III shows that they total £456 million, compared with £227 million shown in last year's report. The increase is mainly due to the inclusion of the Gold Coast and Singapore plans and increases in costs of revised plans.

271. Eight new Colonial Development Corporation projects were sanctioned during the year. This brought the total number of projects in operation at the end of March, 1952, to 53, involving a total capital commitment of approximately £35 million. Exchequer advances to the Corporation during 1951-52 totalled £10½ million. The interest rate on long-term advances to the Corporation from the Exchequer was raised twice during the year and is now 4¼ per cent. Details of progress on individual projects are contained in the Corporation's Annual Report and Accounts for 1951.\* Several changes in the membership of the Corporation's Board took place owing to the expiry of the terms of office of the original members and the resignation of one member to take up other duties within the Corporation. There are now eight members, apart from the chairman and deputy-chairman.

272. The Overseas Food Corporation completed its first year under the Colonial Office. During that time the Corporation was preoccupied with running down its organisation to the scale authorised by H.M. Government in Cmd. 8125 and at the same time putting its agricultural areas on to a production basis. A description of the year's work is given in paragraphs 331-5.

273. The Colonial Economic and Development Council was dissolved as it had completed the work of examining and advising upon development plans for which it was principally formed.

274. As the result of an enquiry into colonial gross capital formation, both public and private, begun in 1950, more definite evidence has become available regarding the value of physical assets created each year in the form of machinery, vehicles, public works, and plantation and mining developments. In 1948 and 1949, this gross capital formation (including replacements) amounted, it is estimated on the basis of detailed returns from the major territories, to approximately £200 million. Of this sum about half was in the form of machinery and vehicles, and about 40 per cent in buildings and public works. Provisional figures for 1950 and 1951 suggest that the annual rate is rising and that it passed the £300 million mark in the latter year (no adjustments being made for changes in price levels). It is worth recording that the roughly corresponding figures for the United Kingdom were about seven times as great for the three years ending in 1950 and six times as great for 1951.

#### (d) Production and Marketing

##### (i) Marketing

275. The sharp upward movement in the prices of colonial products caused by the outbreak of war in Korea spent its force by the spring of 1951 and since then the majority of commodity prices have shown a slow but steady decline.

276. It is now possible to differentiate between those raw materials, such as hard fibres, the supply of which at present prices is about equal to demand, and those, such as copper and tungsten, which are still extremely scarce. The markets

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\* House of Commons Paper 167 (Session 1951-52).

for the latter have been somewhat stabilised by domestic and international rationing (under the aegis of the International Materials Conference). The markets for tin and rubber continue to be dominated by American stockpiling policy. Certain foodstuffs, for example, cocoa and coffee, have fluctuated fairly widely but have on the whole maintained high prices as the result of comparative scarcity. The world prices of sugar and vegetable oils on the other hand have shown a marked decline.

277. There have been no significant changes in the list of colonial products purchased under bulk contracts by the United Kingdom.

(ii) *Agriculture*

278. Special attention has been given to the problems of the mechanisation of agriculture in colonial territories and a Colonial Agricultural Machinery Advisory Committee has been set up to advise the Secretary of State on the subject. The Committee includes representatives of the major manufacturing interests in the United Kingdom, officials of the Colonial Office and the Ministry of Agriculture and Fisheries and a number of independent experts. The Committee has approved the recommendation referred to in paragraph 279 of Cmd. 8243 that a machinery advisory bureau should be set up in the United Kingdom. It is proposed that the director of the bureau, who it is hoped will soon be appointed, should also act as technical secretary of the Advisory Committee.

279. The functions of the Inter-African Soils Bureau have been extended to include the collection and dissemination of information on African rural economies in accordance with the recommendations of the Indigenous Rural Economy Conference held at Jos, Nigeria, in November, 1949.

280. In the latter part of 1951 the Secretary of State's Agricultural Adviser, Sir Geoffrey Clay, went to Ceylon as leader of the United Kingdom delegation to a Conference on Land Utilisation in Far Eastern countries run by the Food and Agriculture Organisation (F.A.O.). He returned via Kenya where, in collaboration with Dr. William Davies, Director of the Grassland Research Station in the United Kingdom, he examined proposals for expanding pasture research. He also visited Uganda. Early in 1952 he visited Somaliland, Aden and the groundnut areas in Tanganyika. The Deputy Agricultural Adviser, Mr. G. W. Nye, visited Jamaica in September and October to advise on agricultural reconstruction following the August hurricane.

281. The plague of the Desert Locust (*Schistocerca gregaria*) is being energetically combated by modern mechanised methods in Somaliland Protectorate, Aden Protectorate and Kenya, which is the main danger area.

282. The anti-locust campaign of the Desert Locust Control Organisation, set up in 1950 by the East Africa High Commission, has been closely co-ordinated with campaigns in other countries, through Technical Conferences held in Cairo in March, in Nairobi in July and in Rome in October, 1951. The Conference in Rome was organised by F.A.O. ; it recommended the establishment of an F.A.O. Technical Advisory Committee on Desert Locust Control, which would advise F.A.O. on requests for assistance to supplement national efforts. This Committee has now been set up ; Mr. D. L. Blunt, of the Desert Locust Survey and Control Organisation, represents the United Kingdom, and Dr. B. P. Uvarov, Director of the Anti-Locust Research Centre, London, is Consultant.

283. The annual meeting of the Provisional International Council for the Control of the African Migratory Locust was held in Lagos in July and that of the International Red Locust Control Council in Abercorn in August. A technical conference on the Moroccan locust problem was held in Damascus in December.

284. The Provisional International Service for the Control of the African Migratory Locust has suppressed an alarming outbreak of the locust by exterminating a large number of incipient hopper bands in French West Africa.

285. The International Red Locust Control Service, Abercorn, also scored a success, when a large swarm produced in the Mweru Wa Ntipa area escaped into the Belgian Congo but was pursued and exterminated.

286. *Bananas*.—In August, 1951, a hurricane destroyed practically the whole of the Jamaica banana crop ; exports for 1951 amounted to 3,701,720 stems. A delegation from Jamaica visited the United Kingdom in November–December, 1951, to negotiate with the Ministry of Food on the price to be paid in 1952 for Jamaica bananas and agreement was reached on a basic price of £32 per ton f.o.b. plus a special supplement of 10 per cent to offset the increased overheads resulting from the effects of the hurricane. Comprehensive plans have been drawn up for the restoration of the industry and new planting is expected to lead to exports of normal volume by the end of 1952.

287. The Ministry of Food has continued to purchase bananas from Sierra Leone and Dominica and is also purchasing bananas from British Honduras, which recently began shipments.

288. Exports from the Cameroons under British trusteeship amounted to 5,770,056 stems in 1951. In January, 1952, about a quarter of the standing crop was destroyed by a tornado ; exports in 1952 are now expected to be about 6,900,000 stems (the original estimate was over 8 million stems).

289. *Cloves*.—The Zanzibar clove crop for the 1951-52 season is unlikely to be more than a third of the exceptionally heavy crop of 19,480 tons in 1950-51. Exports of cloves in 1951 were 11,638 tons, and of clove oil 138 tons.

290. *Cocoa*.—In the Gold Coast there have been important developments in the campaign against swollen shoot disease. The compulsory cutting out campaign had met with considerable opposition from the farmers, and the new Government which took office in February, 1951, suspended the campaign for a month and appointed a committee to examine the existing organisation and to make recommendations for future control. After consideration of the committee's report, the Government announced its "New Deal" for the cocoa industry. Under this scheme compulsory powers for cutting out were abandoned, and treatment in the area of mass infection was stopped. The co-operation of farmers in voluntary cutting out was to be sought by extensive propaganda and by the payment of increased compensation for trees cut out, subject to satisfactory replanting. (The old rate was a single payment of 2s. for each diseased tree cut out : the new rate would be 2s. a year for 5 years subject to satisfactory replanting.) Farmers' Councils were to be set up to enable farmers to be associated with control measures. The new scheme came into effect on the 1st September, 1951, and in January, 1952, a publicity campaign was launched to bring home to the farmers the need for vigorous measures against the disease. Although the campaign attracted considerable audiences, it did not result in any immediate substantial increase in the number of requests for cutting out ; but it was evident that the urgency of the problem was more clearly and widely recognised and that a new attitude of mind towards cutting out was developing. At the end of the period under review the Gold Coast Government were assessing the results of the campaign.

291. Cocoa manufacturers in the United Kingdom and the United States became increasingly concerned at the position and sent delegations in March and April, 1952, to find out at first hand the progress made in dealing with the disease.

292. On the scientific side interest has been centred on the systemic insecticide, Hanane, developed by Pest Control Limited. It is claimed that by application to the roots of trees, Hanane will kill the mealybugs which carry the disease without rendering the cocoa bean unwholesome. Extensive trials with this insecticide

are being carried out by the West African Cocoa Research Institute, and investigations are being made by the Medical Research Council to establish whether application of the insecticide leaves any residual toxic element in the bean or affects the flavour. The potential value of this insecticide to check the spread of the disease is obvious but the way is not yet clear for large-scale field application.

293. The virus of swollen shoot in Nigeria are at present much milder than those in the Gold Coast and do not cause so much loss as certain other diseases and pests such as black pod and capsids. No change has been made in the strategy of the campaign against swollen shoot, which is based on the establishment of a disease-free protective belt round the area of mass infection. This belt was completed in February, 1951, and it has since been possible to advance inwards in some places and ascertain whether any areas inside the belt are capable of control by cutting out ; by this means it is hoped to reduce steadily the area of mass infection. A special rehabilitation section of the Department of Agriculture has been set up to provide improved planting material for cocoa and other economic crops in the diseased areas and to encourage better husbandry. The scheme has been very successful. The soil survey of the cocoa areas approved by the Cocoa Marketing Board was started in March, 1951. The Board is also carrying out an economic survey of the cocoa areas.

294. The 1950-51 cocoa crop yielded 258,282 tons in the Gold Coast and 110,593 tons in Nigeria. The 1951-52 crops are estimated at 210,000 tons in the Gold Coast and 100,000 tons in Nigeria. In the Gold Coast the Marketing Board's price to the grower for the 1951-52 season was fixed at 80s. a load (about £150 a ton) ; in Nigeria the price of Grade I cocoa was fixed at £170 a ton, and the Board guaranteed a minimum of £120 a ton (Grade I) for the 1952-53 crop. The Nigerian Cocoa Marketing Board has agreed to join with the other marketing boards in Nigeria in subscribing the major part of locally raised loans amounting to £9,300,000.

295. Exports from the West Indian colonies in 1951 were estimated at 12,000 tons.

296. Experimental work on cocoa in the Federation of Malaya and in Singapore is still concentrated on the evolution and propagation of varieties suitable for large-scale production in Malayan conditions and acceptable to manufacturers. The Potaro district of British Guiana was found unsuitable for cocoa but a grant from Colonial Development and Welfare funds has been approved to meet the cost of investigation over the next five years into the possibilities of cocoa production in other areas. Another grant from Colonial Development and Welfare funds has been approved for experimental planting of cocoa in the British Solomon Islands Protectorate, as a result of a report by Mr. D. H. Urquhart, who visited the Islands early in 1951 under the auspices of Messrs. Cadbury, Ltd.

297. *Coffee*.—Exports from the 1950-51 coffee crop in East Africa were :

Kenya	...	...	...	11,423 tons
Uganda	...	...	...	41,649 tons
Tanganyika	...	...	...	15,686 tons

The improvement in production over the previous year was mainly due to better weather conditions and the stimulus provided by higher prices. The 1951-52 crop is expected to yield about 70,000 tons.

298. In January, 1952, the Director of the Coffee Division of the Ministry of Food visited East Africa for discussions with producers on prices for the final year of their contracts which expire in June, 1952, and on a possible extension for one or two years after that date. Final agreement on all points was not reached during his visit and negotiations are still proceeding.

299. *Rice*.—The world shortage of rice has continued. Colonial territories are continuing with experiments and surveys, and in addition to the developments mentioned below increased production is expected in Jamaica, Trinidad, Northern Rhodesia and Zanzibar. But the rapid expansion of production by traditional methods depends on the combination of a suitable soil and climate, with an adequate working population, cheap communications, and facilities for irrigation. In no colonial territory are there large new areas where all these conditions exist. New techniques must therefore be evolved which require less labour, and communications and irrigation facilities must be provided. Meanwhile rice production can only be increased by the gradual extension and improvement of existing rice-growing areas.

300. In the Federation of Malaya work has been completed on 36 major irrigation schemes estimated to cost £2.25 million, and work is in progress on 30 smaller schemes estimated to cost £200,000. The season was again exceptionally good and produced a record crop of 442,780 tons of milled rice.

301. The North Borneo Government are concentrating on the improvement and extension of existing padi areas and have asked F.A.O. for the services of a soil scientist. In Sarawak mechanical cultivation of the deeper swamp land seems to be impracticable, but the Government intend to form a pool of agricultural machinery for use in wet padi on the higher land. Encouraging results have already been obtained from the pump irrigation scheme in the Paya Megok area. A similar scheme has been inaugurated in the Niah Sibuti area and promises well.

302. Rice production in British Guiana has continued at about the same level as last year—65,000 tons of milled rice. The contract for the export of the surplus to certain other West Indian colonies has been extended for a further three years and the price to be paid was increased after arbitration from £31 12s. 7d. per ton to £50 18s. 0d. per ton for the top quality. British Guiana again supplied all the needs of the contracting territories and also sent rice to Jamaica. The Colonial Development Corporation and the British Guiana Government are still negotiating for the formation of a Rice Development Company.

303. Work is proceeding on part of the Torani Canal Scheme designed to serve in all 130,000 acres, of which approximately one-half will be devoted to rice production. A new scheme—the Boerasirie Scheme—has been planned to replace the unsuccessful Bonasika Scheme. It will effect improvements in 75,000 acres already occupied and will bring into cultivation a further 55,000 acres. The total area of rice under the latter scheme will amount to at least 22,000 acres.

304. In Nigeria work has been started in the Northern Provinces on an irrigation scheme to bund and drain 2,000 acres of swamp land and a survey has been started with a view to opening up 20,000 acres of land for rice cultivation. In Sierra Leone a Government scheme for mechanised rice cultivation in the Bonthe area is expected to be in full swing by the 1952 rainy season. The scheme is the outcome of three year's experiments in mechanical clearing and ploughing of grass-land swamps. It is estimated that 8,000 acres of mangrove swamps were cleared for rice cultivation by the end of 1951. The scope of the Rice Research Station at Rokupr in Sierra Leone has been expanded to cover the comprehensive investigation of all problems connected with rice cultivation. A Mission visited the Gambia in February, 1952, to decide the future of the Colonial Development Corporation's mechanised scheme which had been badly affected by heavy rains.

305. Experiments for increasing rice production are being undertaken in Tanganyika. Promising results have been obtained from a scheme for the partial mechanisation of peasant production in the Rufiji area. Last year some 4,700 acres were ploughed by tractor for rice cultivation and it is intended to extend this area progressively in future years. A pilot scheme for the full mechanisation of rice has been started at Kilangali and 800 acres have so far been successfully



cultivated. In Nyasaland the Colonial Development Corporation scheme for the mechanised cultivation of rice under swamp conditions at Limpasa Dambo has shown that rice produced by such means is more expensive than rice grown by peasants and the scheme is being reviewed. The survey of the Kafue flats in Northern Rhodesia has been suspended for the time being, but preliminary reports indicate that the flood waters of the Kafue cannot be used for the irrigation of rice. The report on the survey of the Bangweulu swamps is now under consideration.

306. *Sugar*.—Colonial production of sugar again showed an increase. In Fiji the 1950-51 crop was small at 95,000 tons owing to bad weather. A hurricane of considerable severity struck the islands on the 28th January, 1952, and although the main cane-growing areas escaped damage, the effect on sugar production cannot yet be accurately assessed. The present estimate for the 1951-52 crop is about 110,000 tons. Mauritius produced a record crop of 456,000 tons in 1950-51 and expects to reach 485,000 tons for the 1951-52 season. Production in the British West Indies in 1950-51 was 866,000 tons and the estimated production for 1951-52 is 937,000 tons, the main increase being in British Guiana, Jamaica and Trinidad with estimated crops of 235,000, 277,000 and 160,000 tons respectively. Exports of sugar from colonial territories in 1951 totalled a little over 1,300,000 tons and are expected to reach 1,370,000 tons in 1952.

307. The Commonwealth Sugar Agreement was signed in December, 1951. The signatories of the agreement are on the one hand the Ministry of Food and on the other the Queensland Sugar Board, the South African Sugar Association, the British West Indies Sugar Association (Inc.), the Mauritius Sugar Syndicate, and the Colonial Sugar Refining Company Ltd., Fiji. Special clauses provide for the accession of East Africa, British Honduras, and St. Vincent.

308. The negotiations leading to this agreement were described in paragraphs 341 to 345 of Cmd. 8243. Before the agreement was signed the Government of New Zealand had decided to continue to participate until the end of 1958. In its final form the agreement covers the period 1950 to 1959 but may be extended for a year at any time during its course.

309. During 1952 the Ministry of Food will purchase the total exportable surplus of the Commonwealth. From 1953 to 1959 inclusive the United Kingdom has undertaken to purchase 1,568,000 tons of sugar (1,118,000 tons from the colonies) at annually negotiated prices designed to give reasonable remuneration to the producers. In addition 75,000 (54,000 tons from the colonies) of sugar will be bought on this basis to supply New Zealand's requirements. The Commonwealth producers on their part have undertaken to plan for the present for aggregate exports which will not exceed 2,375,000 tons a year. The difference between the total production and the total amount which the United Kingdom has undertaken to buy is expected to find a market either in the United Kingdom or Canada at current market prices plus preferences. From 1953 onwards, the Minister of Food will cease to be responsible for the sale of Commonwealth sugar to the Canadian market and Commonwealth exporters will resume direct sales to Canadian refiners through normal commercial channels.

310. The price negotiated for each year under the agreement will be a single Commonwealth price applicable to all exporting territories. The agreement contains a formula subject to revision at the request of any party to the agreement for computing each year a price which will reflect changes in the levels of wages and other factors affecting costs since 1950. For 1952, the price is £38 10s. 0d. per ton. This is subject to the deduction of pre-war freight and insurance rates.

311. The International Sugar Council met in June, 1951, and considered further the preparation of a revised draft International Sugar Agreement.

312. *Cotton*.—For various reasons the increase hoped for in cotton production was not achieved during the year. In Uganda prolonged rain during the picking season offset the benefits of seed disinfection, earlier planting and improved seed ; the 1951-52 crop is therefore expected to show a drop of 10,000 on the previous crop of 340,000 bales. Prices have however remained relatively high and 100,000 bales of Uganda cotton sold by auction at the end of 1951 fetched prices ranging from 52d. to 58d. per pound. The balance of the crop has been disposed of by bulk sale to the Raw Cotton Commission and India. The Government's proposals for the reorganisation of the cotton ginning industry were published in September and have now received the approval of the Legislature. The main objects of these proposals are to ensure that the industry is conducted efficiently and economically and to maintain and improve ginning standards, and to provide for participation by African co-operative societies in the industry. It has been decided to close the Cotton Price Assistance Fund at a total of £20 million, and a select committee of the Legislative Council has been appointed to make recommendations as to the use which should be made of any sums which may accrue in excess of this amount.

313. In Nyasaland there was a poor crop owing to drought and the opportunity was taken to uproot prematurely in order to change the planting regime. This change together with improvement of seed will, it is hoped, lead to increased production by reducing loss from bollworm attack.

314. In Nigeria production continues to rise as cotton growing spreads to new areas, and as new roads and markets are built. The price to the producer for the 1951-52 crop was raised by one half and the total estimated production for export for the season is estimated at 100,000 bales.

315. In the West Indies two much improved strains of Sea Island cotton are now being tested ; it is hoped that their introduction will improve the quality of the crop.

316. The following table shows production in recent years :

*Thousand bales (400 lb.)*

Territory	Average Production 1935-36— 1939-40	1947-48	1948-49	1949-50	1950-51 *	1951-52 Estimates
Uganda ... ..	335	166	391	342	340	330
Kenya ... ..	16	5	10	8	14	13
Tanganyika ...	61	54	51	50	46	50
Nigeria (Exports)	43	22	51	62	75	100
Nyasaland ...	11	13	2	10	4	10
West Indies ...	6	4	7	6	5	5
Other ... ..	3	2	2	6	6	10
Totals ... ..	475	266	514	484	490	518

\* Provisional figures.

317. *Sisal*.—Sisal prices have continued high although somewhat lower than the peak reached during March/August, 1951. During the autumn prices fell to £213 per ton but, since reports of damage to Tanganyika sisal by disease and flood, have risen again to £230 per ton. Pressure of demand on sisal supplies continues despite the considerable increase in production in British East Africa and elsewhere.

318. *Other Fibres*.—Experiments with jute and substitutes for jute have continued and a second experimental team was sent to Nigeria in the autumn of 1951 to conduct harvesting trials, which have yielded encouraging results. The peasant

production of kenaf fibre is also being encouraged in Nigeria and a special development team has been recruited for this purpose.

319. *Pyrethrum*.—Demand for pyrethrum continues firm and production for 1951 reached a total of 2,230 tons. There is still apparently a considerable loss of pyrethrum content in the flowers during transit from Kenya to the processor, but the original assumption that this was due to pyrethrum bud disease (*ramularia*) has proved to be mistaken and the real cause is now being investigated.

320. *Rubber*.—The main feature of the past year has been the recession of natural rubber prices to 32½d. per lb. at the 31st March, 1952, for No. 1 Ribbed Smoked Sheet (Spot London). Even this level is substantially above that ruling before the Korean war started in 1950. After a heavy fall in April and May, 1951, occasioned primarily by market weakness following the ban on exports to China and limitation of shipments to other Iron Curtain countries, prices remained fairly stable until the end of the year. A further sharp decline occurred in February and March, 1952, following changes in American buying policy.

321. Purchases for the United States stockpile are now tapering off and natural rubber prices in the coming year will depend to a large extent on the degree to which its use is freed from control in the United States. Minor relaxations of the controls in force were made by the United States Government in March and further relaxations were foreshadowed.

322. During the year production of synthetic rubber continued to expand and in 1951 amounted, at 910,000 tons, to about a third of the total production of all rubber. It is estimated that supplies of natural rubber exceeded consumption by some 360,000 tons most of which went into strategic stocks. Although world production showed a slight increase, production declined in British territories, particularly Malaya where output was only 605,000 tons in 1951 compared with 694,000 tons in 1950.

323. The importance of replanting estates and smallholdings with high yielding rubber trees continues to command attention. The technical problem of replanting small holdings has yet to be solved but in Malaya funds to finance the work are being accumulated by a special cess on exports.

324. *Oilseeds and Vegetable Oils*.—Fresh contracts extending to the end of 1955 have been negotiated between the Ministry of Food and the West African Marketing Boards. Under the new arrangements (and during 1952 which is the last year of the previous contracts) the prices to be paid to West Africa will be fixed quarterly on the basis of the sterling market value of West African oilseeds and vegetable oils as assessed and published weekly by a Joint Price Advisory Committee of the oilseeds trade in London; and after 1952 the Boards will be free to sell an increasing proportion of their produce on the open market.

325. The Zanzibar contract for the sale of the exportable surplus of copra and coconut oil to the Ministry of Food ended on the 31st December, 1951, and future arrangements are under negotiation.

326. The Ministry of Food's nine-year contract for Fiji and Western Pacific copra and coconut oil was amended during the year to bring the prices paid more into line with open market prices. The copra price for 1952 was increased from £59.15s.0 to £65 per ton and the oil price raised correspondingly.

327. Exports of oilseeds and vegetable oils by the colonial territories have been well maintained during the past year. Nigeria, after two successive poor seasons, due to partial failure of the rains, has produced a full groundnut crop in the 1951–52 season and purchases for export to the United Kingdom are expected to amount to 400,000 tons as compared with only 136,000 tons last season.

328. Details of exports of the principal oilseeds and vegetable oils from colonial territories are given in Appendix V.

329. *Tobacco*.—Nyasaland again produced a record crop, and sales in 1951 increased to 36 million lb. from 31·68 million lb. in 1950. Prices at the auctions were, however, generally lower than in 1950, so that the value of the crop was only just over £2 million, or about the same as in the previous year. Exports totalled 27·2 million lb. of which 15·8 million lb. were exported to the United Kingdom including 9·58 million lb. of dark fired tobacco which forms the bulk of production in the Protectorate. Unfortunately the consumption of dark fired tobacco in the United Kingdom has been steadily declining since 1949, and it now appears that current United Kingdom stocks of this tobacco amount to almost two years' supply at present rates of usage. Steps are being taken to reduce the acreage under dark fired production especially in the marginal tobacco lands, and unless new or expanded markets can be found elsewhere, reduced production of this type of tobacco will be inevitable.

330. Total sales of Northern Rhodesia flue cured tobacco were over 10 million lb. in 1951, some 4 million lb. more than in 1950. The sales of North-Western tobacco increased from nearly 3 million lb. in 1950 to over 6 million lb. and for the first time exceeded the North-Eastern total, which was nearly 4·5 million lb. as compared with 3 million lb. the previous year. Prices on the auction floors were somewhat lower than in 1950.

(iii) *The Overseas Food Corporation*

331. The changes imposed by H.M. Government on the scope and character of the groundnuts scheme in Tanganyika, and on the Overseas Food Corporation itself, made the Corporation's first year under the Colonial Office a testing one. Besides farming the crops planted before the change-over it had to reduce staff and dispose of surplus equipment. These were severe administrative burdens, but the signs are that the major part of the re-organisation has been safely accomplished. The European staff was reduced from 1,153 on the 31st March, 1951, to 590 at the year's end. With the approval of H.M. Government the East African Stores Disposal Board undertook from the 1st August, 1951, to sell the surplus equipment. However, sales were held up because H.M. Government reserved the moveable assets for their own purchasing departments. It was only at the end of the year under review that the Disposals Board were able to start offering material to the public. The net proceeds of these sales, which are credited to the Exchequer, amounted in the year to approximately £600,000.

332. The Corporation harvested the following acreages in 1950-51 :

Crops	Kongwa	Urambo	Southern Province	Total
Groundnuts ... ..	4,200	21,700	4,600	30,500
Maize ... ..	3,810	13,000	3,200	20,010
Sorghum ... ..	4,250	5,000	210	9,460
Other crops ... ..	750	1,200	270	2,220
Totals ... ..	13,010	40,900	8,280	62,190

It planted the following acreages in 1951-52 :

Crops	Kongwa	Urambo	Southern Province	Total
Groundnuts ... ..	5,900	18,800	9,000	33,700
Maize ... ..	3,200	12,400	5,326	20,926
Sorghum ... ..	5,100	6,400	1,013	12,513
Other crops ... ..	800	3,205	542	4,547
Totals ... ..	15,000	40,805	15,881	71,686

333. The production of crops for 1950-51 was as follows :

Groundnuts (shelled)	...	...	...	5,000	tons
Maize	...	...	...	11,300	„
Sorghum	...	...	...	3,500	„
Cotton	...	...	...	3.25	„
Tobacco	...	...	...	1.82	„
Soya	...	...	...	84	„

The total revenue from these crops will be approximately £700,000.

334. In order to make the best use of official research facilities in East Africa and to economise on his own scientific programme, the chairman made arrangements with the East African Agriculture and Forestry Research Organisation to co-ordinate the work of his scientific department with that of the Organisation on fundamental soil investigations. During the year the Corporation experimented with the cultivation of castor, cotton, tobacco, rice and certain food crops such as pulses.

335. During the year Mr. Stuart Gillett took up his duties as chairman and chief general manager in Tanganyika. His arrival coincided with the transfer of the Corporation's headquarters from London to Dar es Salaam.

#### (iv) *Animal Husbandry*

336. The urgency of developing the livestock industry has focussed particular attention on the best methods of cattle breeding. Reports over the years have shown the dangers of attempting improvements by the introduction of exotic stock, and authoritative opinion now considers that it is generally safer and better to improve breeds by selection from local stock which has succeeded to a large extent in adapting itself to the environmental, disease, and climatic conditions of its habitat. The question is fundamental and because of its importance a survey of cattle breeding policy and research was undertaken in the African territories during 1951. The report of this survey is now under consideration.

337. In Kenya livestock improvement and animal industry centres are being developed to serve all the main tribal areas. This will mean that each ecological zone will have one or more centres where improved cattle most suited to that particular environment will be produced. In Nigeria the study and improvement of outstanding local breeds is being pursued at the many territorial stock farms, notably at Shika, Oyo and Samaru. As in East Africa, impressive performances in milk production have been obtained from some indigenous types. The wide distribution of tsetse fly in West Africa and the need to provide the inhabitants with animal protein before the long-term aim of tsetse eradication is likely to be achieved, have led to a more careful study of the comparative resistance to trypanosomiasis of certain indigenous breeds. In Fiji studies made of the grazing behaviour of European-type cattle have revealed that under Fijian climatic conditions there is a considerable difference of behaviour from that in a temperate zone. In British Guiana the possibilities of improving the pastures of the Rupununi are being investigated with a view to the extension of cattle ranching in that area. The Colonial Development Corporation investigated the possibilities of cattle ranching in British Honduras but found that the project on the scale envisaged was not practicable.

338. There is an increasing demand for meat for local consumption in colonial territories. No territory has any substantial surplus of meat for export and many territories have to rely on imports. Owing to rinderpest carcass beef cannot be exported to the United Kingdom from African territories but Kenya and Tanganyika were able to export small quantities of canned meat. Kenya also exported about 1,200 tons of frozen baconer sides to the United Kingdom. Supplies of meat have been reduced in some territories where high earnings for

cash crops have had the effect of reversing movements, built up by patient propaganda, for disposing of surplus stock.

339. Prices for hides and skins from East and West Africa reached a peak during March and April, 1951, but then rapidly declined until July. They have since remained at about the levels reached during the middle of 1950 and the importance of these commodities in the export trade of the East African territories and Nigeria was maintained.

340. No serious outbreaks of epizootic disease in livestock was recorded during the year, and the production of biologicals to combat these diseases continued smoothly. For use against rinderpest, the lapinised virus, developed for cattle which react too severely to caprinised virus, was employed increasingly with continued good results. In several territories, outbreaks of fowl pest were successfully controlled by the use of vaccine of local manufacture. Against the tick-borne diseases which cause considerable economic loss, particularly in some African territories, trials with new insecticidal formulations and with improved methods of applying them were continued concurrently with research into the pathology of the diseases transmitted and their causal organisms. The problems of rabies control received increased attention and several territories were visited by a rabies specialist of the World Health Organisation.

341. The International Bureau of Epizootic Diseases planned to serve the African territories south of the Sahara was established at Muguga in Kenya.

(v) *Fisheries*

342. There are now 50 Fisheries Officers serving or in training and the present establishment in all the colonial territories is complete. It is hoped however that staffs will be gradually increased as fisheries work continues to prove its value. The scheme for training Fisheries Officers in the United Kingdom has been very successful.

343. One of the most significant features during the year has been the development of fish farming. Promising results have been obtained from fishponds established in the West Indies and in East and West Africa, and it is hoped that by this example the local inhabitants will be encouraged to take up fish farming.

344. Good progress is also being made in fitting engines to fishing craft. There are now over 800 power-driven fishing vessels in Malaya and over 100 vessels have been converted to power in Hong Kong. Similar developments are taking place on a smaller scale in other territories.

345. In Barbados a hurricane destroyed a large part of the fishing fleet. The Government is assisting the replacement of the lost vessels by an improved type. Commercial firms from the United Kingdom and the United States are experimenting with trawling and Danish seining in Trinidad waters; and successful results have also been obtained with trawling off West Africa.

346. The sardine fishery in the Aden Protectorate has failed for the third year in succession. A similar failure of the Californian sardine fisheries has been attributed to a parasite in the fish, and it is proposed to investigate whether the failure of the Aden fishery is due to a similar cause.

347. Government sponsored fish marketing and distribution has been successfully established in Uganda. More fresh fish is being consumed locally, and the traditional export of dried fish to the Belgian Congo is therefore likely to fall unless catches are increased. The Hong Kong Co-operative Fish Market Organisation has opened two new markets and handled fish to the value of £2½ million during 1950-51.

(vi) *Forestry*

348. *The Forest Estate*.—There was no spectacular extension of the forest estate during the year, but much useful preliminary work was accomplished which will show itself later.

349. The British Borneo Timber Company's exclusive concession in North Borneo has been terminated by agreement and the Government has invited tenders for the development of two new areas. Both North Borneo and Sarawak show good promise of developing their timber trade considerably and at the same time of establishing suitable controls in the interest of a sustained yield.

350. Conifer plantations in Kenya have suffered from attacks of canker (*Monochaetia*) which have resulted in the enforced cutting out of all *Cupressus macrocarpa*. This and the damage by the Cemida borer are warnings that these plantations although profitable are exposed to risks.

351. In Northern Rhodesia the demands of the copper mines for timber and firewood, all of which are met from the local *Brachystegia* woodland, have caused some difficulty, but the regeneration of this woodland by coppice is in hand. The commercial fellings in Barotse forests of *Baiker*, the so-called "Rhodesian Teak" have also caused uneasiness. These important forests have suffered severely from over-cutting, but it is not disastrous and recovery is possible, although there will have to be a break in sustained cutting. The problems of fire control in this dry area are far from being solved; fire, not cutting, is the factor most likely to bring about the destruction of the *Baiker* forests.

352. *Staff*.—The high proportion of inexperienced men in all grades as a consequence of rapid expansion since the war remains a general problem which time alone can solve. A school for Forest Guards and Rangers, which will serve the Middle East, was opened in Cyprus in September, 1951.

353. *Production*.—Production remained extraordinarily high, and up to the end of 1951 the markets would still take all that was offered. The shortage of true softwoods has given an opportunity for the development of tropical "substitute softwoods" and the opportunity has been grasped in all territories which have a timber surplus. This great and sudden expansion in the colonial timber industry and trade has placed a great strain not only on the industry itself but also on the economies of the territories concerned. The slackening in the market for colonial hardwoods, now noticeable, may prove useful as a breathing space to permit the timber industry to adjust itself to its expanded markets.

**Timber Exports 1950 and 1951**

	1950	1951
	tons	tons
Gold Coast ... ..	203,705	197,488
Nigeria ... ..	195,000	356,000
Kenya ... ..	19,275	24,400 (10 months)
Malaya and Singapore ... ..	123,133	89,198
North Borneo ... ..	75,010	73,000 (11 months)
British Honduras ... ..	30,175	36,436
British Guiana ... ..	18,320	25,793

(vii) *Metals and Minerals*

354. Production of tin concentrates in Malaya and Nigeria remained at approximately the 1950 levels. In Malaya lack of security prevented prospecting and led to the temporary closing of some mines. The resumption of prospecting is becoming a matter of increasing urgency if production is to be maintained at the present level for more than a few more years. In Nigeria the most easily accessible deposits are being worked out and the possibilities of underground mining are being investigated.

355. In March, 1951, the United States Government announced that they would cease buying tin in the open market until the price had fallen to lower levels and talks between representatives of the United States Government and some of the principal tin-producing countries in the same month failed to resolve the deadlock. Despite this withdrawal of the most important consumer the price did not fall below £800 per ton during the year, but valuable dollar earnings were lost for the time being. In November, 1951, a mission of United States Government officials visited Malaya to enquire into the production of tin, and in January, 1952, the United States Government reached an agreement with the United Kingdom Government to buy 20,000 tons of tin during the year at a price of not less than £944 per ton. It is hoped that this contract may be the first step towards re-establishing the normal trade in tin between Malaya and the United States.

356. Copper production in Northern Rhodesia in 1951 amounted to 309,142 tons valued at £62,004,840.

357. Assistance from the Economic Co-operation Administration for the development of a new copper mine at Chibuluma, Northern Rhodesia, is referred to in paragraph 476. Production should start in 1956 ; the ultimate output is expected to be 16,000 tons of copper and half a million pounds of cobalt a year.

358. There was little improvement in the supply of fuel to the Copperbelt during the year chiefly owing to the falling off in coal production at Wankie colliery and several working days were lost in December because of the shortage of fuel. During the year the Economic Co-operation Administration agreed to lend £5 million to Rhodesia Railways for the provision of rolling stock. The loan is to be repaid to the fullest extent possible in raw materials from Rhodesian mines, such as cobalt, copper, chrome and tungsten, of which the United States is short. As a condition of the loan a certain percentage of Wankie coal is to be made available to the Copperbelt when output reaches 200,000 tons a month. During 1951 the copper companies formed the Northern Rhodesia Power Corporation with the object of connecting the power stations at the four mines and co-ordinating future development (including hydro-electric development) in the interests of the Copperbelt as a whole.

359. All the copper companies are engaged in prospecting operations in the neighbourhood of the Copperbelt and the Kansanshi Mine which was closed some years ago is now being re-explored.

360. The company concerned has decided to go ahead with the development of the copper and cobalt deposits at Kilembe, Uganda, and it is hoped that production will begin in 1954.

361. Crude oil production in Brunei showed a striking increase in 1951 to 4,904,232 tons valued at £30 million.

362. The Gulf Oil Corporation of the United States is prospecting for oil in British Honduras and Barbados and the Shell and Anglo-Iranian Oil Companies are jointly drilling for oil in Nigeria.

363. Two American companies and one Canadian company are developing bauxite deposits in Jamaica. The Canadian company is installing a plant for the manufacture of alumina with a capacity of 670 tons per day. The scheme for damming the Volta River in the Gold Coast and producing hydro-electric power for the manufacture of aluminium from the local bauxite deposits was the subject of a report by the Consulting Engineers to the Gold Coast Government published during the year. Discussions have taken place with the companies interested in the scheme with a view to arranging its prosecution as a joint project in which the companies would be responsible for the development and operation of the bauxite mines and reduction plant and a public corporation would be set up to undertake construction of the dam and power generating station. No decision has yet been taken.



364. A rich mineral deposit containing niobium, apatite and magnetite has been discovered at Sukulu in eastern Uganda. Problems of ore separation are under investigation as a preliminary to making arrangements for the working of the deposit.

365. The Colonial Development Corporation have proved a minimum of 40 million tons of extractable coal in southern Tanganyika. Successful preliminary tests on the smelting of titaniferous magnetite from Tanganyika have recently been carried out in Sweden.

366. Occurrences of alluvial tin and gold have been found in British Honduras and are under examination to determine their economic value.

#### (e) Industrial Development

367. Among projects which started operations during the year were factories in Singapore to make tin cans and plywood, a Government food-processing plant in British Guiana, hosiery and cotton mills in Trinidad and a textile factory in Jamaica. The construction of a large textile mill in Uganda was also begun.

368. New cement projects planned or under consideration include undertakings in Kenya, Uganda, Malaya, Trinidad, Gold Coast and Nigeria. Factories in Jamaica and Northern Rhodesia which plan to produce respectively 100,000 and 165,000 tons of cement annually began operations during the year.

369. The Industrial Development Corporation in the Gold Coast and the Regional Development Boards in Nigeria assisted many small industrial enterprises with loans. Similar corporations are contemplated in Uganda and Jamaica. In addition, the Colonial Development Corporation commenced work on a small industrial estate in Singapore on which it is proposing to erect factories for sale or rent to industrialists.

370. Legislation to assist local industries by tax and customs duty concessions was adopted in British Guiana, Barbados and Montserrat, and was contemplated in Nigeria and the Gold Coast. In Jamaica, where a pioneer industries law was enacted in 1949, the customs tariff was revised with the object of further assisting local industries.

371. Most territories have plans in hand or under consideration for increasing electricity supplies. Major projects in progress or under examination include the following :

	Project	Cost	Completion
Kenya ... ..	Hydro-electric scheme and new power stations	£1,027,000	1952
Uganda ... ..	Owen Falls scheme ... ..	£14,000,000	1st stage 1954
Gold Coast ...	Three new power stations ... ..	£1,234,000	1956
Nigeria ... ..	New power stations, Lagos ... ..	£2,000,000	1953-54
	New station, Oji River ... ..	£1,150,000	—
Malaya ... ..	New station, Connaught Bridge ...	£3,500,000	1952
Cyprus ... ..	Electricity scheme ... ..	£2,500,000	1st stage 1952
Malta ... ..	New power station, etc. ... ..	£1,249,000	1952
	Reconstruction of electricity distribution	£1,090,000	1956
Jamaica ... ..	New power station, Kingston ...	£500,000	1953
Trinidad ... ..	Electricity scheme ... ..	£2,000,000	1953
Aden ... ..	New power station ... ..	£700,000	1953

372. In addition, the large hydro-electric projects envisaged for the Volta River in the Gold Coast, the Zambesi and Kafue Rivers in Northern Rhodesia and the Shire Valley in Nyasaland received further consideration by the Governments concerned.

#### (f) Co-operation

373. Between 1945 and 1950 the numbers of registered societies and of membership have doubled ; paid up share capital has almost trebled ; reserve funds have trebled ; and the value of produce marketed has increased five-fold and the turnover in consumer societies eight-fold.

374. As a means of restraining the rise in the cost of living the Government of the Federation of Malaya charged the Department of Co-operation with responsibility for organising throughout the Federation a chain of retail shops to be run on co-operative lines and provided finance to the amount of \$1 million. Partly as a result of this measure the number of registered societies increased from 1,095 to 1,392, the most notable development being amongst the Malay rural population. Banking unions have been established backed by the Rural Industrial and Development Authority which works in close touch with the Department of Co-operation. Six Chinese and six Indian Co-operative Officers have been recruited to work in the resettlement areas. In Singapore in addition to the consumer, thrift and credit societies, there is a co-operative housing society. In Sarawak more consumer societies, padi milling and padi saving societies have been registered, bringing the total number of registered societies to 79. The greatest progress is being made among the Sea Dyaks but co-operation is also starting among the Chinese small-holders. In Hong Kong attention has mainly been devoted to encouraging the setting up of marketing societies under the main Vegetable Marketing Organisation. A revolving fund provides loans to fishermen in Hong Kong whose grouping in societies is being tried.

375. Tanganyika has 138 registered societies, of which 126 societies formed into five unions are devoted to marketing and processing agricultural produce, especially coffee. In Uganda the number of registered societies increased in 1951 from 273 to 460, and membership rose from 25,000 to 40,000. The number of societies ginning cotton produced by their members was increased to five. A regional training centre for the staff of Co-operative Departments in the three East African territories was set up during the year at the Jeanes School, Kabete, near Nairobi. In Northern Rhodesia co-operative activities were developed in the Luapula—Bangweulu area with emphasis on the marketing of African-grown rice and cassava. In Nigeria and the Gold Coast cocoa marketing societies continued to be the main activity although in the Gold Coast the activities of the consumer societies in the rural areas increased. In consequence of constitutional changes in Nigeria a Registrar of Co-operative Societies was appointed in each of the three Regions with an Adviser in the Nigerian Secretariat. In the Katsina Emirate in the Northern Region of Nigeria rural co-operative credit societies were started among the groundnut farmers. A conference of Registrars from West African territories was held at Ibadan in January at which the Secretary of State's Adviser on Co-operation was present. He had previously spent two months touring in the Gold Coast and Nigeria and after the conference he went to the Gambia.

376. In Mauritius there were 136 credit societies with unlimited liability. The Co-operative Central Bank, established in 1948, has accumulated over Rs 45,000 in its reserve fund.

377. In Cyprus societies increased from 619 in 1950 to 643 in 1951 with a total membership of over 100,000. The island suffered from drought during the year and the Co-operative Central Bank was granted a loan of £150,000 by the Cyprus Government which, with the Bank's own resources, helped the farmers to tide over till the next harvest. The schools savings movement grew rapidly during the year.

378. In British Guiana 71 societies were registered during the year bringing the total to 183. Schools savings societies were started. In Jamaica existing societies were examined and those registered which were on a sound basis: 51 were registered in all, 33 of which are credit union co-operative societies. In Trinidad the number of credit unions increased to 120 and agricultural credit societies now total 212.

#### (g) Supplies to the Colonies

379. During the year the flow of supplies into the colonial territories was affected by world shortages, particularly of iron and steel semi-manufactures, non-ferrous metals, and sulphur-containing chemicals. The prices of many imports rose, as did freight rates, which meant increases in landed costs.

380. The territories need increasing amounts of steel rails, plates, sheeting, etc., for use in building and transport. Some of these supplies are bought from non-sterling countries, including Western Europe, Japan and the United States, but the bulk come from the United Kingdom. The high level of domestic industrial development, including re-armament programmes, in most of these countries during 1951 led to a scarcity in the amount of unmanufactured steel available for export. The United Kingdom had to re-introduce control over the use of steel, and to cut the quantity available for export to the colonial territories below the 1950 level, although imports into the territories continued at a rate very much higher than previously, as shown in Appendix VI (*d*). When Colonial Governments indicated their urgent need of steel, special arrangements were made to fulfil their orders.

381. It was also found impossible to maintain the level of United Kingdom exports of semi-manufactured steel to colonial territories at the 1950 level. Colonial Governments were asked to consider the need for exercising or extending control over the usage of steel to ensure that supplies were used to the best advantage. Appendix VI (*c*) and (*e*) shows that the level of imports of machinery and vehicles into the colonial territories rose generally in 1951.

382. World shortages also affected supplies of copper, copper alloy, zinc and aluminium products, all of which are required in certain quantities by most of the territories. Exports of these from the United Kingdom were restricted, but it was generally possible for full account to be taken of essential colonial requirements. Special arrangements also had to be made to maintain supplies of raw sulphur, sulphuric acid and other sulphur chemicals needed for the rubber, sugar and other industries

383. Copper and zinc are being allocated by the International Materials Conference (I.M.C.) on the understanding that receiving countries supply their customers' normal demands in proportion similar to that in which their own requirements are being met by the allocations. This has eased the difficulties of colonial territories in obtaining supplies of these metals.

384. The I.M.C. allocations of crude sulphur have not affected colonial territories to any great extent, since their principal demand is for refined sulphur. This is not yet under allocation as it is considered that trade in the comparatively small quantities will follow the normal pattern, but colonies appear to be finding it increasingly difficult to obtain supplies owing to the export restrictions imposed by some producing countries

385. Sulphuric acid supplies caused some concern at the beginning of the year, but essential colonial requirements have since been met from the United Kingdom.

386. The I.M.C. have not yet made recommendations for the general allocation of newsprint, but several emergency allocations were made during 1951, one of which was to the Federation of Malaya and Singapore. It was not found necessary to seek such assistance for other colonial territories.

387. The colonial territories import a large amount of cement, principally from the United Kingdom, Europe and Japan. The tonnage reached the highest recorded level of 1.5 million tons in 1951; even so, imports were restricted at certain times through shortage of shipping.

388. In August, 1951, Jamaica was struck by a hurricane, and cement, roofing sheets, tents and other supplies were needed immediately to provide accommodation for the homeless and to restore essential services. There was widespread sympathy in the United Kingdom with the colony's misfortune, and many firms and individuals co-operated to the utmost to expedite supplies. Large tonnages of cement, roofing sheets and other building materials were shipped, and the fast mine-layer H.M.S. *Apollo* was made available by the Admiralty to carry a supply of tents, lent by the War Office. Medical supplies were also sent.

389. The territories continue to require a large volume of imported cotton and other textiles, and miscellaneous consumer goods. At one period in 1951 there was a shortage of cotton textiles and prices rose sharply. Later in the year supplies of cotton and rayon piece-goods and yarns from the United Kingdom increased, supplies from India became somewhat easier, and imports from Japan were facilitated by the sterling area's payments agreement made with that country in August, 1951.

390. The South-East Asia territories, Hong Kong, Mauritius and Seychelles, depend largely on imported supplies of rice, and they normally look to Burma and Siam—their traditional suppliers—to meet most of their imported requirements. World demand however continues to exceed world supplies, and although it is not expected that 1952 will be a bad crop year, it has been possible to make contracts with the Governments of Burma and Siam for only half the rice required. The two Governments have however agreed to consider further allocations later in 1952.

391. At the meeting of Commonwealth Ministers held in London in September to discuss supply and production, the colonial territories were directly represented by the Minister of State (then Mr. Dugdale) who was a member of the United Kingdom delegation. He was assisted by a team of advisers nominated by Colonial Governments.

392. Import controls continued to be necessary in the colonial territories for the purpose of conserving "hard" foreign currencies. Although controls over imports from the countries in the European Payments Union were considerably relaxed in 1951, the crisis over the gold and other foreign currency reserves of the sterling area towards the end of 1951 made it necessary for all these policies to be reviewed. After the meeting of Commonwealth Finance Ministers in January, 1952, (see paragraphs 254–5) and in view of the fact that, though as a group the colonial territories were in overall and dollar surplus, they were in increasing deficit with the other non-sterling countries, Colonial Governments were asked to take measures which would restrict imports during 1952 from the non-sterling area to below the 1951 level. There was an immediate and sympathetic response. The action most generally proposed was a return to specific licensing of many items previously on open general licence.

393. In December, 1951, it was announced that arrangements had been made for a certain expansion in the schemes operated in the West Indies for "token imports" from Canada and the United States.

394. Colonial Governments were kept informed about developments in United States export control procedures and the representative in the United States of the Crown Agents for the Colonies continued to assist Colonial Governments in these matters. Importers in Hong Kong experienced difficulties because

the United States imposed controls on exports to China, which also affected exports of certain raw materials to Hong Kong. In March, 1952, the United States Government permitted exports of cotton to Hong Kong.

#### (h) Communications

##### (i) Shipping and Ports

###### *Passenger and Cargo Services*

395. *East Africa*.—Further improvements in passenger services were effected by the introduction of the British India Co.'s new 14,450 ton passenger and cargo turbine liner *Kenya* and the Union Castle Company's liner *Rhodesia Castle*. The British India Co. have a sister ship to the *Kenya* under construction. The Union Castle Co.'s *Kenya Castle* started her maiden voyage on the East Africa run on the 31st March, 1952.

396. *West Africa*.—The introduction of Elder Dempster's new motor ship *Aureol* (14,000 tons) has enabled the company to re-establish a regular fortnightly service between Liverpool and West African ports.

397. *West Indies*.—Little change in shipping services between the United Kingdom and the West Indies took place during the year. The French liner *De Grasse* (20,000 tons), which carries some 700 passengers, is however due to come on to the West Indies run in April, 1952, and should considerably increase the passages available to and from the Caribbean.

398. Passenger services between the United Kingdom and the Western Caribbean were temporarily disrupted as a result of the Jamaica hurricane in August, 1951. The great majority of passages to Jamaica and British Honduras are provided by the banana carriers of Elders and Fyffes, Ltd., and the Jamaica Banana Producers' Association. Consequently, when the hurricane destroyed the greater part of the Jamaica banana plantations, the two companies had to send their ships elsewhere in the Caribbean and to Central America to pick up bananas. It was possible eventually to arrange that communications to Jamaica suffered only to the extent of losing one ship out of five on the regular run. It is hoped that it will be possible to resume normal services in June, 1952, when the post-hurricane banana crop will be coming forward.

399. *Far East*.—Shipping services to Malaya and Singapore continued to be adequate. A considerable tonnage of cement was landed by Japanese ships at British ports in South-East Asian territories.

400. The interception and detention of British ships in the Chinese coastal areas continued, but incidents have recently been less frequent than at any time since the Nationalist blockade of China began.

401. *Japanese Shipping*.—All Colonial Governments agreed to give a blanket clearance for Japanese shipping to call at ports within their territories, subject to the Japanese fulfilling certain conditions.

###### *Ports*

402. *East Africa*.—In 1951 the total tonnage of exports and imports passing through the East African ports amounted to approximately 3,780,000, an increase of 697,000 tons over 1950. Despite strenuous efforts to clear this rapidly expanding traffic, there was some congestion, particularly at Mombasa, and the position was aggravated by severe weather conditions which damaged the Railway. Congestion became increasingly serious in 1952. The question of finding a suitable means of regulating the flow of import cargoes through Mombasa is being investigated.

403. Despite record tonnages, there have been only occasional difficulties at Dar es Salaam, caused by the bunching of shipping, while at Tanga there has been no evidence of congestion.

404. To meet the increases in traffic, work is proceeding on a development plan for Mombasa, which includes the construction of three new berths, increased dock storage and stacking ground accommodation and better rail access. As the quickest means of providing relief to the port, an extension to the lighterage quay will be constructed.

405. At Dar es Salaam good progress has been made on the extension to the lighterage wharf and the construction of the three deep-water berths is well under way.

406. In the Southern Province of Tanganyika, the deep-water harbour at Mtwara is expected to be brought into operation during 1952.

407. *Somaliland Protectorate*.—A detailed survey of the harbour area at Berbera has been undertaken with a view to improvements to the port.

408. *West Africa*.—Satisfactory progress has been made in Nigeria on the Apapa Wharf extension scheme.

409. In the Gold Coast the improvements to Takoradi Harbour are now expected to be completed by February, 1953. The proposals to improve Accra Harbour have been abandoned owing to the danger of silting. An alternative proposal for the construction of a new harbour at Tema, 19 miles east of Accra, has been provisionally approved.

410. The deep-water quay at Freetown (Sierra Leone) is not expected to be completed until June, 1953. The new wharf at Bathurst (Gambia) is near completion.

411. *Sarawak*.—Test borings on the Regang and Kuching Rivers have been completed and analyses are awaited.

412. *North Borneo*.—Preliminary surveys of the wharves at Jesselton, Labuan and Sandakan have been completed. Work on reconstruction and development will be undertaken throughout 1952.

413. *Malaya*.—Congestion was experienced at Federal ports and in 1951 the cargo handled at Singapore alone was over seven million tons. Steps taken to remedy the position include the provision of additional mechanical equipment and storage accommodation in several ports. Road haulage capacity was also increased. At Port Swettenham 15 additional 60-ton lighters are in service and 10 more are to be built. Penang is also to augment its lighter fleet.

414. A Federal Ports Council, on which the Government of Singapore is represented by an observer, was set up to consider the long-term development of ports in the Federation of Malaya. It is also proposed to establish a Port Authorities Conference to which the Malayan and Singapore Governments can report technical problems.

415. Singapore's six-year development plan includes the construction of a new graving dock.

416. *Cyprus*.—Improvements to the port of Limassol have been approved. These include an enclosed basin for lighters and shore reclamation to provide space for transit sheds and open air storage.

#### (ii) *Civil Aviation*

417. *Air Services*.—Air services were considerably developed and improved on the main Commonwealth as well as on the local and regional routes.

418. The BOAC service to Jamaica by the mid-Atlantic route via Lisbon, the Azores, Bermuda and Nassau now operates via Prestwick and Gander and has been reduced to once weekly, but there are still adequate services to and from Bermuda and the Caribbean. The daily service operated by the BOAC between London and New York connects at New York with daily services to Bermuda and Nassau and

there are services five times weekly between Nassau and Jamaica. The BOAC service between New York and Bermuda was resumed on the 1st June, 1951, and now operates three times weekly.

419. The BOAC service between London and Accra is now operated six times weekly and the service between London and Nairobi is operated daily. In addition the BOAC operate thrice weekly between London and Johannesburg via Kano and Livingstone, whilst South African Airways operate a parallel service thrice weekly via Nairobi. The Comet service via East Africa started on the 2nd May. Special reduced fares have been introduced between East Africa and the United Kingdom.

420. On the routes to the Far East and Australia the BOAC now operate thrice weekly to Singapore and four times weekly to Hong Kong, and in addition, in association with Qantas Empire Airways, five times weekly via Singapore to Australia.

421. It is hoped that services with Comet aircraft will also operate on the route to Singapore and Australia before the end of the year, and in due course between Nassau and New York. Development flights with the Comet to Singapore have already been made.

422. In the Western Hemisphere, Bahamas Airways continued to operate daily services between Nassau and Miami and West Palm Beach and thrice weekly services between Nassau and Cuba. Their internal services in the Bahamas were also increased, twice as many passengers being carried between Nassau and Eleuthera Island in 1951 as in 1950. British West Indian Airways reorganised a number of their services and in an effort to reduce the deficit on their operations increased their fares. British Guiana Airways developed their services to the interior of the colony; the company, which is now self-supporting, carried over 10,000 passengers and nearly 5 million lb. of freight in the year ended on the 30th September, 1951, compared with about 6,700 passengers and just over 2½ million lb. of freight in the previous year. British Guiana Airways also maintained the chartered services to St. Vincent and Dominica with a Grumman Goose amphibian as it has not yet proved possible to provide landing fields on these islands.

423. A Dominican company (C.D.A.), a subsidiary of Pan American Airways, operated a fortnightly service with Beechcraft aircraft to Grand Turk and South Caicos Islands which connected at Ciudad Trujillo with services to Jamaica.

424. In West Africa second-class services are now operated on the routes in Nigeria. To meet increased demands West African Airways acquired an additional Bristol Wayfarer and ordered four Marathon aircraft to supplement their existing fleet.

425. East African Airways ordered three Italian twin-engined aircraft for use on local routes, and Central African Airways sold its fleet of Dove Aircraft and replaced them with additional Vikings for use on the high density routes and with single engined Beaver aircraft for use on the low density routes. In the first nine months of 1951 Central African Airways sold 64 per cent of all their capacity available. There was a steady increase in the traffic handled by East African Airways.

426. In the Mediterranean area, Cyprus Airways had a record year. The number of passengers using Nicosia airport increased by about 25 per cent and the number of scheduled flights by about 8 per cent, but Cyprus Airways services to Cairo had to be temporarily suspended at the end of January, 1952. They have since been resumed.

427. Aden Airways external services were also temporarily affected by the disturbances in Cairo and are now being replanned to take account of a proposal by the BOAC to operate a service between London and Nairobi via Aden.

428. In South-East Asia the demand for air travel continued to expand. Passengers carried by Malayan Airways in 1950-51 increased by about 46 per cent to 96,000 and the number of miles flown by 17 per cent to 1,703,895. The company increased to 10 their fleet of D.C.3. aircraft, which they use for the main internal and regional services, and, by arrangement with the Government of the Federation of Malaya, acquired five Beaver aircraft to serve some of the more isolated areas in Malaya. In North Borneo a service was started with de Havilland Rapide aircraft.

429. In the Hong Kong area, Cathay Pacific Airways and Hong Kong Airways continued their services, though the latter now have no aircraft of their own and conducted restricted operations with chartered aircraft.

430. In the Western Pacific area, Fiji Airways operated limited air services in Fiji with one Dominie aircraft. It is hoped to extend the scope and frequency of these services when further aircraft and airfields become available. Qantas Empire Airways have undertaken trial flights from Honiara to Nauru and Tarawa as a preliminary to the establishment of a regular service.

431. *Ground Services.*—Two International Civil Aviation Organisation Regional Air Navigation meetings were held during the year. The first, a South American/South Atlantic regional meeting, was held at Buenos Aires in October/November, 1951, and was attended by the Director-General of Civil Aviation, Caribbean Area, and representatives from Trinidad. The second, a European/Mediterranean regional meeting, was held in Paris in February, 1952, and was attended by the Civil Aviation Officer from Cyprus.

432. Two further technical Annexes to the Chicago Convention on International Civil Aviation, one on Aircraft Accident Enquiry and one on Aerodromes, became effective during the year and, with minor reservations in some cases, were accepted by the colonial territories. The Colonial Air Navigation (Amendment) Order, 1951, which came into force on the 1st January, 1952, was mainly concerned with rules of the air and air traffic control.

433. Considerable progress was made with the provision of aeronautical telecommunication facilities and radio aids to navigation, and grants from Colonial Development and Welfare funds were made to a number of Colonial Governments for this purpose. A grant of £6,975 was made to the British Guiana Government to provide facilities required for local air services in the colony. Grants of £840 and £1,250 were made to St. Vincent and Dominica respectively for radio facilities required for the Grumman Goose amphibian service. Grants of £38,540, £24,650 and £1,500 were made to the Governments of Nigeria, the Gold Coast and Sierra Leone for the improvement of aeradio facilities in those territories. A grant of £14,000 to Northern Rhodesia is being spent mainly upon radio equipment required for Comet services, while a grant of £8,990 is being used to provide radio facilities at the Chileka, Lilongwe, Mzuzu and Karonga airports.

434. The main runway at the airport at Montego Bay, Jamaica, is being extended to enable it to be used by all modern types of aircraft. Engineering surveys of airport sites in Jamaica, Grand Cayman Island, St. Vincent, Dominica, St. Lucia and St. Kitts were undertaken and the reports are being examined.

435. The Bahamas Government is considering the transfer of its civil airport from Oakes Field to Windsor Field. In Bermuda the United States authorities have agreed to the designation of an area of Kindley Field Air Force Base for use for the civil airport terminal building.

436. In Nigeria work was started on a new runway at Kano airport which it is hoped will be completed before the end of 1952. At Lagos the main runway was



completed and new hangar and workshop accommodation was provided for West African Airways.

437. At Entebbe airport, Uganda, a new runway was formally opened on the 10th November, 1951. This airport is now one of the largest in Africa and will be used by the BOAC Comet services.

438. A contract was placed in May, 1951, for the construction of a new airport at Dar es Salaam which it is hoped will be available for use in August, 1952. In Kenya a survey was undertaken to estimate the cost of building a new airport at Embakasi.

439. An agreement was reached between the Air Ministry and the Cyprus Government for the joint use and administration of Nicosia airport. Discussions are proceeding for a similar agreement relating to the airport at Aden.

440. In Singapore temporary improvements to the runway at Kallang airport were completed. It was decided to construct a new airport at Paya Lebar and it is hoped that work on the site will be started in the summer of 1952. Improvements were made to the airports and facilities in North Borneo and Sarawak.

441. In Hong Kong a further survey was made of the possibility of improving Kai Tak airport for use by modern types of aircraft. The report of the survey is under consideration.

442. *Meteorology.*—In October, 1951, the Director of the British Caribbean Meteorological Service, which replaced the previous service run by the Air Ministry, took up his appointment. The new service covers all the West Indian colonies and the Bahamas, with its headquarters in Trinidad. All the territories concerned are making financial contributions, and a grant of £58,337 has also been made from the central Colonial Development and Welfare allocation of £1 million for meteorology towards the recurrent cost of the service up to 1956. A grant of £152,500 for the East African Meteorological Service, and grants totalling £65,800 for the service in the Malayan and Borneo territories were also approved during the year.

443. A new agreement was entered into by the Governments of Northern and Southern Rhodesia and Nyasaland for the establishment of a Rhodesia-Nyasaland Meteorological Service consisting of three separate territorial services and a single Meteorological Advisory Committee. This replaces the previous joint service run from Southern Rhodesia, though general co-ordination is still provided by the Director of the Southern Rhodesian Meteorological Service. Considerable progress has been made in the appointment of staff and the setting up of the new services.

444. The First Congress of the World Meteorological Organisation, held in Paris from the 19th March to the 29th April, 1951, was attended by delegates from Bermuda, East, West and Central Africa, Mauritius and Malaya. One of the resolutions of this Congress established six Regional Associations of the Organisation, and Bermuda, the West African territories, the Central African territories, the East African territories and Indian Ocean Islands, the Malayan and Borneo territories and Hong Kong, have each joined the appropriate Regional Association.

445. *General.*—An Air Advisory Council in East Africa was set up under the authority of the East Africa High Commission to advise on all questions of major policy affecting civil aviation within the jurisdiction of the High Commission. The Commissioner for Transport is *ex officio* chairman of the Council and two members are nominated by each of the four East African Governments and by the High Commission. The Council held its first meeting in September, 1951.

446. The Anglo-French Standing Joint Committee on Civil Aviation met in London in April and in Paris in November, 1951. The West African Subcommittee met in Accra in March, 1952.

447. At the fifth meeting of the South Pacific Air Transport Council, held in October, 1951, further improvements to Nandi airport and the development of local and regional services were discussed.

(iii) *Inland Communications*

448. *Roads.*—In Nigeria it has been decided not to extend the railway eastwards from Nguru to Maiduguri, but to concentrate on improving the Kano-Maiduguri-Tchad road. Work is about to start on the Maiduguri-Bama section. In the Gambia a one-man commission has been appointed to investigate transport problems.

449. The rehabilitation of roads and bridges in North Borneo continued within the limits imposed by the serious shortage of labour. A Commission, appointed to investigate public passenger- and goods- carrying motor transport, has made its report, and it is being considered by the Government of North Borneo.

450. In Sarawak the first section of the Kuching-Serian road has been re-surfaced and the survey of a trace for a trunk road from Serian to Simangang is well advanced.

451. In British Honduras about 30 per cent of the Middlesex-Roaring Creek road has been completed. The rest of the road should be finished by 1953-54 at a final estimated cost of about £470,000.

452. Dominica's programme is being reviewed. The construction of the Roseau-Laudat road and the Shawford Junction-Waterfalls road will be completed shortly. In British Guiana by October, 1951, all the bridges, culverts and deviations on the Corentyne Road had been completed as well as 15 miles of the road itself, from New Amsterdam to Port Mourant. The whole road, 50 miles in length, should be completed in 1953.

453. *Water Transport.*—In Nigeria plans are in hand to develop a launch service for passengers and produce in the creek and riverine areas of the Western Region. Problems of river transport in the Gambia are to be considered by the one-man commission referred to in paragraph 448. In Sarawak the surveys for the Sungei Kut Canal, which is to connect the Igan and Oya rivers, were completed in 1951. The canal will provide a safe waterway for boats carrying a large volume of produce (mainly sago), which must now undertake a longer and somewhat hazardous sea passage.

454. *Railways.*—The plans for the establishment of a statutory Railway Corporation in Nigeria is still under consideration. In the Gold Coast, it was decided that a new line should be constructed from Takoradi westwards to Bonveri—the site of the limestone deposits. The survey of the new link between Achiasi on the Tarkwa-Kade line and Kotoku on the Accra-Kumasi line, which will provide a direct link between Takoradi and Accra, is to be completed in 1952.

455. In Sierra Leone a decision was taken to proceed with the re-alignment of the railway from Cline Town to Bauya and to undertake improvements and renewals to the track beyond Bauya.

456. The economic survey of the possible links between the Central and East African railway systems jointly undertaken by Messrs. Alexander Gibb and Partners and Messrs. Overseas Consultants Incorporated was completed in the field by the end of 1951 and the report is expected to be ready about the middle of 1952. So also is the report on the engineering survey simultaneously carried out by the East African Railway and Harbours Administration, although the field work has extended into 1952.

457. The flow of traffic on the Rhodesian Railway system continues to grow apace. The improvements introduced by the Portuguese authorities at the port of Beira contributed materially during the year to the speeding up of imports and exports, but the increasing traffic has raised new problems which, in the opinion of the Railways High Authority, demand bold and urgent development planning. Negotiations with the Portuguese authorities in Mozambique have been successful, and the first project, a railway link between the Shabani spur and Laurenço Marques through Guija, is being put in hand. Its progress will however be regulated by the availability of finance and steel.

458. At the port of Beira, the tonnage handled in 1951 was 2,355,872 harbour tons. This represents an increase of 15 per cent over 1950.

459. Under an agreement signed in July, 1951 (Cmd. 8396) the Economic Co-operation Administration made a loan of £5 million to assist with the development of Rhodesian Railways. Further details are given in paragraph 358.

460. Although more traffic was conveyed on the East African Railways in 1950 than in any previous year, the tonnage dealt with in 1951 was even higher still, having risen from 4.16 million to 4.37 million—more than twice the tonnage dealt with in 1939. This record traffic was achieved despite delayed deliveries of rolling stock from the United Kingdom and exceptional interruptions to traffic caused by heavy rains in the earlier part of the year.

461. Within the limitations imposed by the difficulty of obtaining fresh capital, much has been done to increase the capacity of the railway to deal with the expanding traffic. On the important section between Mombasa and Nairobi, additional crossing stations are being opened and crossing loops will be extended to accommodate longer trains. In Uganda construction of the western extension of the main line from Kampala to Mityana was begun and its further projection to the shores of Lakes Edward and George was authorised.\* The new line will not only serve the Kilembe Copper Mine project, but will also pass through a potentially important agricultural and cattle-producing area. Ultimately, it may also attract a considerable amount of Belgian Congo traffic to the East Coast route. Concurrently, the marshalling yard and goods shed facilities at Kampala are being completely reconstructed and their capacity will be greatly increased. In the Southern Province of Tanganyika, construction of the line from the port of Mtwara to join the existing railway at Ruo is proceeding, and sanction has been given for the railhead to be advanced 73 miles from Nachingwea to Lumesule Juu in order to develop the fertile country in this area.

462. The short and antiquated narrow-gauge Cyprus railway, which had been running at a loss for a considerable period, was closed on the 31st December, 1951.

463. In North Borneo the railway handles increasingly heavy traffic in spite of deficiencies in locomotives and rolling stock, which are being gradually made good.

#### (iv) *Telecommunications*

464. During the year radio-telegraph circuits were opened between Zanzibar and Italian Somaliland, Bermuda and Canada, Bermuda and the Bahamas, Hong Kong and Korea, and Kenya and South Africa.

465. Radio-telephone circuits were opened between Cyprus and the United Kingdom, Cyprus and Greece, Kenya and Zanzibar, Hong Kong and New Zealand (via Australia), Malta and Tripolitania, Malta and Cyrenaica, Tanganyika and Zanzibar, Kenya and Nyasaland, and Hong Kong and North Borneo.

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\*The Uganda Government published a report on the proposed extension, entitled *The Way to the West*, in December, 1951.

466. Radio-telephone ship-shore services were established in Aden and Jamaica.

467. The new landline between Nairobi and Mombasa was ready for use in December, 1951.

468. In Cyprus the internal telephone system in Nicosia was converted to automatic working in December, 1951.

469. The survey of the telephone systems in the Windward and Leeward Islands has revealed that considerable expenditure will be required if the services are to be made efficient.

(v) *Postal Services*

470. The postal service to Tristan da Cunha was inaugurated on the 1st January, 1952, when the first issue of local postage stamps was placed on sale. This issue, which consisted of overprinted St. Helena stamps, had a ready sale to dealers and collectors.

(i) **International Economic Relations**

(i) *Economic Co-operation with other Colonial Powers*

471. The Overseas Territories Committee of the Organisation for European Economic Co-operation (O.E.E.C.) remained the main centre for co-operation in economic affairs with the other European Powers having dependent overseas territories.

472. The Overseas Territories Committee completed its examination of the possibilities of co-operation between member Governments in their technical assistance programmes. The Committee appointed a working party to examine the problems of organisation of peasant production in overseas territories, with particular reference to territories in Africa south of the Sahara. The working party met in October, 1951, and in January, 1952. A programme was drawn up for an international mission to study groundnut growing in territories south of the Sahara. The mission organised by the Committee to study soil laterisation in West Africa issued its interim report during the year.

473. Consideration was also given to the question of mechanisation of agriculture in overseas territories. At its meeting in January, 1952, the Committee decided to request member Governments to appoint an official correspondent who would transmit to the Secretariat information on research and experiments on the mechanisation of agriculture ; the Secretariat would circulate any information so received to other member countries. The United Kingdom correspondent is Sir Geoffrey Clay, the Secretary of State's Agricultural Adviser.

474. The United Kingdom has also been associated with other Colonial Powers in the Commission for Technical Co-operation in Africa (C.C.T.A.), the Caribbean Commission, the South Pacific Commission, and with the Colombo Plan countries. A fuller report on these bodies is given in paragraphs 812 and 816-23.

(ii) *Relations with the United States of America*

475. Mention was made in last year's report of a revised scheme which would enable Economic Co-operation Administration (E.C.A.) aid to be applied to general development in the colonial territories, instead of being limited to the provision of equipment which could only be bought for dollars. During the life of the earlier scheme about \$4,500,000 of "dollar" equipment was provided for projects in some 16 territories, and under the revised scheme some \$7,750,000 of imported consumer goods were financed, the sterling "counterpart" of this sum being made available to meet half the cost of approved development projects. Eight projects

in seven colonies were approved ; they were chiefly for road construction, but also included the improvement of wharves, a railway extension, an irrigation project and the development of a colliery.

476. A "deficiency materials" agreement was signed during the year by E.C.A. with a Northern Rhodesia company, providing for a £3 million sterling advance against the production of copper by the company. In addition a sterling loan of £5 million was made to the Rhodesia Railways for development of the railway system. A dollar advance of \$3,300,000 was made to a Jamaica company for bauxite production, and a further dollar loan of \$1,600,000 against production of copper and lead was made under the Mutual Security Act to a Tanganyika company. It is anticipated that the Mutual Security Agency (M.S.A.), the Defence Materials Procurement Agency, and the Export Import Bank will maintain an interest in this form of financing development in the colonial territories ; a number of proposals were being examined at the end of the year. It is appropriate to acknowledge here the assistance given to colonial territories during 1949-51 by the United States Geological Service which provided, under the Economic Co-operation Act, the services of some 20 geologists to assist in carrying out surveys of mineral resources of various territories. In addition four topographical surveyors were provided and performed valuable work.

477. The carrying out of some of the technical assistance projects approved by E.C.A. was again delayed by difficulties in recruiting the necessary United States experts, especially soil surveyors. However, a number of valuable projects were carried out, including the examination of the proposed site of the Klang Gate dam in Malaya, irrigation investigations in Northern Rhodesia and an investigation into maize and sorghum breeding in Nigeria. Visits were made to the United States under E.C.A. arrangements by Colonial Service specialist officers to study tobacco growing, virus techniques, electric power plant operation, road construction and other subjects. In addition a representative of the Colonial Office went to the United States as a member of an O.E.E.C. mission to discuss with M.S.A. officials the future of the United States technical assistance programme.

478. E.C.A., which had provided aid for the colonial territories since 1948, was replaced at the end of 1951 by M.S.A. The total direct aid provided for the colonies by E.C.A. during its lifetime was approximately \$13 million in grants for technical assistance and general development, and approximately \$12 million and £12 million in loans intended to develop mineral production. This generous help has been warmly appreciated both in London and in the territories.

479. The statutory criteria for the provision of aid by M.S.A. differ somewhat from those under which aid was provided by E.C.A., but it is still open to colonial territories to apply for technical assistance and for financial aid to increase the production of scarce "strategic" materials. Moreover the "Point Four" programme, authorised by the Act for International Development and at first intended to be carried out in accordance with the terms of an agreement signed by the United States and United Kingdom in July, is now being co-ordinated with that of M.S.A. under a single Mutual Security Director, Mr. Averell Harriman. This has enabled the United States authorities to arrange that "Point Four" activities shall be confined to areas where M.S.A. does not operate, and that M.S.A. shall devote some of its funds to "Point Four" purposes. In effect, this simply means that such "Point Four type" aid as the United States Government is prepared to make available to colonial territories will be sought and administered through the M.S.A. channel, thereby avoiding confusion and overlapping.

(iii) *United Nations Technical Assistance*

480. A basic agreement for the provision of technical assistance to United Kingdom dependent territories was signed on the 25th June, 1951, between H.M.

Government and the United Nations and Specialised Agencies operating the expanded programme (Command Paper 8361). Useful discussions were also held in the Colonial Office with representatives of the Technical Assistance Administration of the United Nations in May and August, 1951. After a slow start, caused chiefly by the complicated nature of the basic and supplementary agreements, the programme is gaining impetus, and as colonial territories become increasingly aware of the facilities which it offers a steady flow of applications is expected. Meanwhile, supplementary agreements have been signed or are being negotiated between Colonial Governments and particular agencies, defining the financial and other conditions under which technical assistance, including the services of experts, may be provided. Some examples of the assistance sought under the expanded programme are the requests from St. Lucia for an investigation into the possibility of using subterranean heat for electric power, from Jamaica for experts in soil conservation, rice cultivation and flood control and dam construction, from Cyprus for an expert in land utilisation, from British Guiana for a cattle research expert, from Brunei, North Borneo and Sarawak for specialists in malaria and tuberculosis, from Nyasaland for a soil scientist, and from Singapore for an expert in establishing provident fund schemes for labour. Further examples are given in the paragraphs dealing with individual agencies.

481. An important aspect of the expanded programme is the provision of fellowships and scholarships in public administration, social services and economic development. The United Nations and Specialised Agencies have awarded 15 fellowships and scholarships to colonial candidates.

(iv) *The General Agreement on Tariffs and Trade*

482. Jamaica remains the only colony to which, at its own request, the G.A.T.T. is not being applied under the Protocol of Provisional Application.

483. The sixth regular session of the Contracting Parties to the Agreement was held at Geneva in the Autumn. The United Kingdom delegation included a representative of the Colonial Office. The Contracting Parties dealt with a number of matters connected with the operation of the Agreement, none of which directly affected any colonial territory.

## CHAPTER IV

### COLONIAL FINANCE

#### (a) **General Financial Policy**

484. Expenditure on development increased considerably in money terms, though to a lesser extent in real terms, during 1951-52. While the total of colonial revenues amounted to about £350 million and expenditure to about £305 million, expenditure from all sources on governmental and semi-public development ran at rather more than £100 million. Of this sum approximately 60 per cent was provided from territorial reserves and revenues, 20 per cent from external loans and the balance from Colonial Development and Welfare funds and United Kingdom statutory corporations. The economic stringency in the United Kingdom has made it all the more important that Colonial Governments should utilise their own resources to the maximum. The higher level of prices paid in the past two years for certain raw materials and foodstuffs has improved the financial position of the producing territories at the same time as it has worsened that of the United Kingdom. With this in mind, a number of Colonial Governments raised their levels of taxation. In general Colonial Governments budgeted for surpluses of the same

magnitude as in previous years (£5 million), but the outturn of revenue and expenditure shows that the surpluses in 1951–52, taken all in all, greatly exceeded the estimates and reserves increased. This was due mainly to the continuation of high prices for exports. A number of territories adopted measures, such as had already been adopted by the Federation of Malaya, to take advantage of these continued boom conditions by accumulating surpluses for capital development, while at the same time reducing the immediate inflationary pressure caused by the continuance of high prices. These measures, consisting of the introduction of export duties, sometimes on a graduated basis, are described in paragraph 497. On present trends it may be expected that in future the richer territories will be able to finance a higher proportion of their development than they had originally planned.

485. On the other hand with the world increase in prices the terms of trade turned against those territories—notably in the West Indies—which did not profit from a markedly greater demand for their exports and gave rise to financial difficulties, with the result that in some cases grant aid provision has had to be made on a larger scale than in previous years.

486. In June, 1951, a conference of Colonial Government officials was held in London to examine the technique of development finance and to pool the experience gained over the past five years. Discussion centred on the structure and implementation of development plans; the financial implications of development, with particular regard to consequential recurrent expenditure; the utilisation of local resources including local loans and taxation; external sources of finance including Colonial Development and Welfare funds, Economic Co-operation Administration assistance and external borrowing; and the role of semi-public and private investment in relation to direct Government activities. There was a large measure of agreement. The conference provided an opportunity for representatives of Colonial Governments and H.M. Government to discuss the difficulties encountered in financing development.

487. Further measures have been taken to simplify financial procedures wherever practicable. The Colonial Development and Welfare aspect is dealt with in paragraph 491 below. As regards territories receiving grants in aid of administration, it has been apparent for some time that the system of Treasury control, through which H.M. Government have exercised close supervision over the territorial budgets, has given rise to difficulties in some cases, especially in the West Indies. After consultation with local official and unofficial opinion in the West Indian territories concerned by a team of two officers from the Colonial Office and one from the Treasury, recommendations for the simplification of financial control have been made. The general purport of the recommendations is to secure for local Governments the greatest possible responsibility in disposing of their own revenues consonant with the right of H.M. Government to ensure that financial assistance is limited to real need. Proposals to this end have already been accepted in British Honduras, which is in any case within sight of achieving viability and where H.M. Government's assistance can therefore be concentrated on specific items of expenditure. In the cases of the other territories, the application of a simplified system is being examined but it will have the same general intention.

#### (b) Colonial Development and Welfare

488. Despite the general increase in costs, expenditure both on research and on development and welfare schemes ran at a level (£14 million) only slightly higher than that achieved in the two preceding years 1949–51. The total amount of Colonial Development and Welfare funds issued to date is approximately £55 million out of the £140 million provided. It had previously been reckoned that in the middle years of the Colonial Development and Welfare period the rate of expenditure would rise progressively as the post-war difficulties were overcome.

and development programmes got under way. In 1949–50 it seemed that this forecast would be fulfilled; but the check in the supply of capital equipment prevented expansion on the scale planned. This set-back is likely to be accentuated by the restrictions on imports from non-sterling sources which have had to be imposed to meet the balance of payments crisis in the sterling area (see paragraph 392 above). Indeed it is becoming apparent that with continuing shortages some Governments may be unable to carry out their development programmes by the end of the ten-year period instituted under the Colonial Development and Welfare Act, 1945.

489. As noted in Cmd. 8243, paragraph 476, the greater part of the additional £20 million provided under the Colonial Development and Welfare Act, 1950, was put into reserve. A review of the likely claims for further assistance showed that demands would considerably exceed the funds available and that it would be necessary to adopt a system of priorities. At the same time it was appreciated that too rigid a hold on the reserves would be unrealistic; and the aim has been to strike a proper balance between keeping a reasonable margin of safety for the future and meeting urgent needs. In some territories with slender local resources the original allocations had already been fully committed and development threatened to come to a standstill for lack of finance, while other territories with a wide field for development required the assurance that further assistance would be forthcoming in order that their plans for the next five years could be put on a sound basis. Moreover, in cases where large capital works were envisaged, delays in delivery and the rising trend of costs made it most desirable to place orders and contracts as soon as possible if the work was to be completed in time and within the estimates. It was decided, therefore, to make a certain number of supplementary allocations both to implement broad development programmes and to finance specific projects of economic value. These include an allocation of up to £1 million to British Guiana mainly in respect of large irrigation works in the coastal areas, and allocations of £110,000 to Dominica for road construction, of £200,000 to the Gambia for drainage and reclamation at Bathurst, and of £130,000 to the East Africa High Commission for three tsetse reclamation pilot schemes. £2 million were also provisionally allocated to North Borneo and Sarawak in respect of the Colombo Plan, subject to a review in 1954 of the progress then made by the territories in spending the funds already at their disposal.

490. The Colonial Development and Welfare reserves are also having to meet H.M. Government's contribution towards the cost of the Desert Locust Control campaign in East Africa. The amount involved for 1951–52 was put at a minimum of £350,000 (with a possible maximum of £412,000) and the total contribution by 1954 may reach the figure of £1 million.

491. In the interests of administrative convenience the tendency has continued to simplify the methods of utilising Colonial Development and Welfare funds and to concentrate on a few large schemes. Nigeria has put into operation a system of fixed annual subventions to departmental heads on the development side of the Estimates, and Tanganyika proposes to devote the balance of its territorial allocation to a programme of capital works—aerodrome and road construction and African housing.

492. In reviewing the calls on the reserves, particular attention has been paid to the needs of higher and technical education. The aim is to ensure that fully fledged academic institutions should be in existence if possible by 1956 and, although the greater part of development envisaged can probably be carried out within the grants already made, it is realised that some further assistance may be required. In order to give the authorities concerned a firm figure on which to plan ahead, a final allocation of £150,000 has been made to the University College of the West Indies. Other Colonial Development and Welfare grants included



£250,000 to the University of Hong Kong and £150,000 to the Royal Technical College, Nairobi.

### (c) London Loans

493. Although the state of the market restricted opportunities of issues of Colonial Loans for several months after September, 1951, and the total of loan issues on the London market was consequently less than in 1950-51, approximately £18½ million was raised by Colonial Governments to finance their development programmes. The following Government loans were floated :

(i) June, 1951—the Government of Mauritius raised £2,615,000 3½ per cent stock, 1965-68, at 97, of which £60,000 was conversion of the 5 per cent guaranteed stock, 1951-71. The unconverted balance of the old loan was redeemed on the 1st August, 1951.

(ii) August, 1951—the Government of British Guiana raised £2,180,000 of 3½ per cent stock, 1966-68, at 97.

(iii) September, 1951—the Government of Nigeria raised £6,800,000 of 3½ per cent stock, 1964-66, at 97.

(iv) December, 1951—the Government of Trinidad made a further issue of its 3 per cent stock, 1967-71, in the amount of £2,500,000 at 83½, thus raising £2,087,500.

(v) February, 1952—the Government of Uganda made a further issue of its 3½ per cent stock, 1966-69, in the amount of £5,983,000 at 89, thus raising £5,324,870.

In addition the City Council of Nairobi raised £2 million in June, 1951, by a further issue of its 3½ per cent stock, 1968-70, at 99.

### (d) International Bank

494. As a result of discussions at the conference on the technique of development finance in June, 1951, and discussions with representatives of the International Bank for Reconstruction and Development, the Bank arranged, with the consent of H.M. Government and the Colonial Governments concerned, for a mission to pay short preliminary visits to the principal East and Central African territories. There is now reason to hope that the difficulties over borrowing from the International Bank by Colonial Governments may be overcome, and that these events may lead to the negotiation by Colonial Governments during the coming year of the first specific loans. The Bank has also agreed to assist the Government of Jamaica by undertaking a full review of its finances and economy, and a general survey mission was sent to Jamaica for this purpose in February.

### (e) Taxation

495. The Governments of Aden, Mauritius, and Tanganyika consolidated their income tax legislation, at the same time increasing their rates of company tax as follows : Aden, from 5s. 6d. to 7s. 6d., Mauritius from 7s. 6d. to 8s., Tanganyika from 4s. to 5s. (thus equalling the Kenya and Uganda rates of company tax). St. Lucia increased company tax from 6s. to 6s. 6d., Grenada from 6s. to 7s., and British Guiana from 8s. to 9s.

496. The Governments of Northern Rhodesia, Aden, Mauritius and the Falkland Islands revised their rates of personal income tax and North Borneo imposed a residents' tax on individuals. The rates of African direct taxation in Africa were increased in some territories.

497. The Government of the Gold Coast imposed an increased *ad valorem* export duty on cocoa on a sliding scale based on f.o.b. prices and Sierra Leone increased its *ad valorem* duty on a variety of products from six per cent to 20 per

cent. Nigeria replaced *ad valorem* duties of six per cent on a number of exports, including cocoa, groundnuts, oils and oil cakes, by graduated duties from 10 per cent upwards, to which rubber was also subjected. The Gambia imposed new specific duties on groundnut oil and cake. North Borneo replaced its 10 per cent *ad valorem* duty on rubber by a graduated duty rising from five to 30 per cent. In Kenya specific duties on a number of exports were imposed. Tanganyika continued the substantial duty on sisal and imposed a similar tax on cotton. Malaya continued to impose on rubber the export duty introduced at the end of 1950, on a sliding scale based on the price, subject to a minimum rate of five per cent *ad valorem*.

498. Several West Indian Governments have introduced legislation to encourage, by income tax and customs duty concessions, the establishment of new industries in their territories. Some West African territories propose to adopt legislation on similar lines.

499. Section 36 of the United Kingdom Finance Act, 1951, required prior consent by H.M. Treasury to the transfer abroad of the control of companies domiciled in the United Kingdom and to the issue of further capital by a subsidiary abroad. This measure aroused some anxiety in colonial territories as to its possible effect on the flow of risk capital from the United Kingdom, but H.M. Government made it clear that section 36 was neither designed nor would it be applied so as to interfere with capital investment in the colonial territories.

500. Double taxation relief arrangements between the Governments of Kenya, Tanganyika, Uganda and Zanzibar and the United Kingdom have been under negotiation. The arrangements of the United Kingdom Government with the Governments of Canada and New Zealand were extended to a number of colonial territories with effect from 1951. Negotiations for the similar extension of the United Kingdom/United States arrangements were continued.

501. Further Governments appointed the Colonial Income Tax Office in London as their agency and it now acts on behalf of almost all colonial territories. It assessed and collected colonial income tax on companies amounting to some £17½ million and on some 6,750 colonial government pensioners. The Office has conducted training courses in London for an increased number of officers from colonial income tax departments.

#### (f) Currency

502. A major step in the unification of the currency in the Eastern Group of Colonies in the British West Indies was taken when the new Currency Board issued new notes on the 15th August, 1951. These new notes have proved acceptable and the old notes, issued by the former Currency Boards of Trinidad, British Guiana and Barbados have been withdrawn from circulation as to two-thirds of their recorded total issue. The issue of local bank notes has also been terminated and outstanding notes are being steadily withdrawn from circulation.

503. North Borneo and Sarawak have formally acceded to the Malayan currency system.

504. Aden and Somaliland have adopted the East African shilling as the sole legal tender currency. This means that the Indian rupee, which was hitherto the only legal tender currency in Aden and jointly legal tender with the East African shilling in Somaliland, will only circulate in so far as it is acceptable to the public.

505. Colonial currency circulation generally continued to expand, the chief expansion occurring in territories important in international trade, e.g., Malaya and West Africa.

**(g) Special Financial Arrangements with H.M. Government**

506. Under the Peace Treaty with Japan H.M. Government were empowered to seize Japanese assets in colonial territories. It was decided that each colonial territory should retain the Japanese assets therein, except that the Far Eastern territories generally have agreed in principle to make a contribution to the Western Pacific territories which suffered severely at the hands of the Japanese but have no Japanese assets. The realisable value of the assets has been estimated at £9 million approximately.

507. A special arrangement was effected with the Nyasaland Government whereby, subject to the approval of Parliament, H.M. Government should give the Nyasaland Government under the Colonial and Middle Eastern Services Vote an interest-free loan of £1,340,000 repayable over a period of 27 years, this sum together with accumulated sinking fund payments to be used for the redemption at the earliest possible date, i.e., 1st April, 1952, of the 4½ per cent London loan raised by the Nyasaland Government in 1932 under a guarantee from H.M. Government. Redemption of this loan will reduce the service charges to be met, and the Nyasaland Government have undertaken to meet all charges on the outstanding 3 per cent guaranteed loan without assistance by H.M. Government, who will thereby be relieved of the necessity to provide annual financial assistance to Nyasaland.

508. Steps taken to assist the Government of Jamaica in dealing with the hurricane damage are described in paragraph 206.

**(h) Grants of Assistance from the United Kingdom**

509. Expenditure through the Vote for Colonial and Middle Eastern Services during 1951-52 was approximately £24 million.

510. Included in this sum are issues totalling £12,724,000 made to various colonial territories for specific purposes or as grants in aid of expenses of administration which could not be met without a measure of assistance from the United Kingdom.

511. The grants for specific purposes included a payment of £650,000 to the Government of the Federation of Malaya as first instalment on the capital cost of raising two further battalions of the Malay Regiment towards which H.M. Government have agreed to contribute a sum not exceeding £1,166,666.

512. Issues totalling £6,885,200 were made to the Governments of Malaya, North Borneo and Sarawak as further instalments of the assistance promised by H.M. Government towards War Damage Compensation Schemes. Sums of £61,400, £4,300, and £7,300 were also issued respectively to the Governments of Antigua, St. Kitts-Nevis and the Leeward Islands Federal Government towards the cost of rehabilitation, reconstruction, and relief of distress following the hurricane and fires in August, 1950. The assistance promised totals £175,000, of which it is expected that some £32,000 will be found from Colonial Development and Welfare funds.

513. £175,000 was issued to the Government of St. Lucia on account of the assistance promised for the rebuilding of Castries following the fire in 1948.

514. The purposes of payments of £2,170,000 to Jamaica and of £1,340,000 to Nyasaland are described in paragraphs 206 and 507.

515. A further £2,200,000 was expended in meeting certain liabilities of the former Government of Palestine which remained outstanding when the Mandate was terminated in 1948 and which had to be met by H.M. Government under the terms of the Financial Settlement with Israel (Cmd.7941).

516. Payments to the British Council amounted to £441,000. Grants to bodies and institutions—the Caribbean and South Pacific Commissions, the Imperial College of Tropical Agriculture, the Bureau of Hygiene and Tropical Medicine, the International African Institute and the National Institute of Oceanography—totalled £103,950.

517. A sum of £2,002,000 was re-imbursed to the Service Departments as H.M. Government's contribution towards the cost of internal security measures in African territories.

(i) **Miscellaneous**

518. An enquiry into banking conditions in the Gold Coast was made by Sir Cecil Trevor. The report, which contains recommendations for the improvement of existing banking facilities, has been published and is being examined by the Gold Coast Government.

519. *Savings Banks*.—Deposits in savings banks and the number of depositors steadily increased. A savings bank has been introduced in North Borneo.

520. *Sterling Balances*.—Sterling assets of colonial territories comprise net assets in sterling held with United Kingdom banks (including accepting houses and discount houses) by their branches and by other banks and residents in colonial territories, including any British Government securities held by banks ; funds of the East and West African Currency Boards ; funds held with the Crown Agents for the Colonies by Colonial Governments and other public bodies, including funds held as cover for local currencies ; loans by Colonial Governments to H.M. Government in the United Kingdom, expressed in sterling or sterling area currencies ; and, so far as known, sterling securities held by official bodies but not those held by private individuals or firms. These assets increased substantially during 1951, chiefly during the first half of the year, and the total at the 31st December, 1951, was some £1,085 million, compared with some £850 million at the 31st December, 1950. The following table shows the principal holdings of colonial sterling assets at the end of 1950, at the 30th June, 1951, and at the 31st December, 1951 :

£ million (rounded to nearest £5 million)

	31st December, 1950	30th June, 1951	31st December, 1951
Total* ... ..	850	1,015	1,085
of which the principal holders were :—			
West Africa ... ..	255	310	330
East Africa ... ..	140	155	165
Malaya (including Singapore and the Borneo territories).	165	225	250
Hong Kong ... ..	95	110	115

\* Including Dominion and Colonial sterling securities totalling 95 at 31.12.1950, 110 at 30.6.1951 and 120 at 31.12.1951.

CHAPTER V

THE SOCIAL SERVICES

(a) **Education**

521. *University Education*.—There are three universities (Malta, Hong Kong and Malaya) and four university colleges (Gold Coast, Nigeria, East Africa (Makerere) and the West Indies) in the colonial territories. The £6 million originally allocated for higher education from funds under the Colonial Development and Welfare Act has been used almost exclusively for capital purposes.

With grants from local Governments and private sources it has made possible large building programmes which are nearing completion. The most advanced is that of the University College of the West Indies, where almost all the buildings in its first programme will be in use during 1952. At University College, Ibadan, Nigeria, three halls of residence, the science laboratories, arts block and administration building will be occupied in October, 1952. The new medical school buildings at the University College of East Africa were opened by the Secretary of State (then Mr. Griffiths) on the 15th May, 1951. The first hall of residence is in use and the physics laboratory and arts block are nearing completion. At the University of Hong Kong, the main building and Great Hall have been completed, and at the Royal University of Malta a new science building is being built. The most notable private benefaction was a gift of £60,000 from the United Africa Company to University College, Ibadan, for the building of an Assembly Hall.

522. In the past year, professors of education have been appointed at the University of Hong Kong and the University College of the West Indies. Thus in East and West Africa, South-East Asia and the Caribbean the university institutions are equipped to make a direct contribution, by research and by professional training, to the educational systems which they serve.

523. In West Africa, it has unfortunately proved impossible to develop adequate local clinical facilities in time to provide for the first group of medical students at the Ibadan University College, who have therefore been placed in medical schools in London. To meet this problem, the Nigerian Government has decided to grant £1½ million for the building of a new teaching hospital at Ibadan. The University College of the Gold Coast has decided to establish a medical school and has received a detailed plan for the development of this school and a teaching hospital from a delegation from the University of London. The first groups of students to graduate from the university colleges completed their courses in the Gold Coast and Nigeria in June, 1951.

524. The libraries at all the university institutions have received many benefactions: the most distinguished of these has been a generous gift by Her Majesty Queen Mary of a collection of books to the University College of the West Indies, where they will be housed as a special section of the library. The Library Adviser to the Inter-University Council for Higher Education in the Colonies visited East Africa, Malta and West Africa.

525. The university institutions are developing as important centres of research. A social science research unit has been set up at the University of Malaya. An increasing number of research workers and students from the United States are visiting the university institutions under the Fulbright scheme.

526. In 1951 Sir James Irvine resigned from the Chairmanship of the Inter-University Council for Higher Education in the Colonies through pressure of other duties. He had served as Chairman for five years since the formation of the Council and made a decisive contribution to establishing that fruitful and continuous contact between the colonial university institutions and the home universities for which the Council had been created. He has been succeeded as Chairman by Sir Alexander Carr-Saunders, whose place as Vice-Chairman has been taken by Sir Raymond Priestley

527. *Higher Technical Education.*—Courses began in January, 1952, at the two new Colleges of Arts, Science and Technology in West Africa, now to be known as the Kumasi College of Technology and the Nigerian College of Technology. The first courses are largely devoted to teacher training. The former Achimota Training College moved to Kumasi in November, 1951, and was incor-

porated in the College of Technology. Dr. J. P. Andrews was appointed Principal of the Kumasi College.

528. At Fourah Bay College, Sierra Leone, a programme of extra-mural adult education and, in January, 1952, a series of part-time classes in technical and commercial subjects, have been started.

529. The Royal Technical College, Nairobi (formerly known as the Kenya Technical Institute) was granted permission by His late Majesty to incorporate the word "Royal" in its title. The College will serve all the British East African territories. Work has been started on the new buildings.

530. Dr. Harlow, Assistant Educational Adviser (for technical education) at the Colonial Office toured the South-East Asia territories and Hong Kong, to explore needs in technical education, and visited the South Pacific territories to advise on the creation and development of a central training institution.

531. *Primary and Secondary Education and Teacher Training.*—The last twelve months have been of exceptional interest. In some ways, more particularly for the African territories, the year has marked the culmination of a generation of educational development receiving much of its impetus and direction from the great studies of African education made by the Phelps-Stokes missions in the early twenties. That development, accelerated by the initiation of the many post-war Ten-Year Plans for Education, has transformed the educational situation. In southern Nigeria the Commission of 1920-21 found 212 Government and assisted schools with an enrolment of 30,000 pupils: today, in Nigeria as a whole, there are some 9,000 schools with 1,000,000 children in them. In the Gold Coast the same generation has witnessed a tenfold increase in the number of children at school. The commission which went to East and Central Africa found no secondary schools and only a very low level of primary education. Now the University College of East Africa prepares its students for external degrees of the University of London. The need for a new comprehensive review of educational objectives in Africa had been felt for some time, and 1951 was chosen to initiate important studies of educational policy and practice in West and in East and Central Africa. Two small teams under the chairmanship respectively of Dr. G. B. Jeffery, Director of the London University Institute of Education (for West Africa), and Mr. A. L. Binns, Chief Education Officer, Lancashire (for East and Central Africa) spent some six months in the field and their reports will be completed shortly. Their studies have been concerned with all aspects of African primary and secondary education. The findings of the two missions will be the subject of discussion at a conference to be held in the United Kingdom later in 1952.

532. This project has not been allowed to interfere with the energetic prosecution of education plans now in hand and in some cases, as in Tanganyika and the Gold Coast, in the course of special revision. The publication of the accelerated Development Plan for Education in the Gold Coast in 1951 was an important event. For the Colony and Ashanti its main provisions include rapid development towards universal free primary education, though parents will be responsible for providing books and other expendable materials and uniforms. An increasing assumption of responsibility for educational administration and costs by local authorities is intended and some 15 new secondary schools are to be provided in the larger towns. Technical education will be advanced by the granting of scholarships. Since the key to all this expansion must lie in increased facilities for training teachers the plan provides for 10 new training colleges and the doubling in size of six of the present ones. Short courses for pupil teachers are to be run as an emergency scheme. Much leeway has, of course, to be made up in the Northern Territories, where the programme is to

build primary, middle, secondary and technical schools up to present capacity of students and trained staff.

533. General stock-taking took place in other regions. In Malaya the Central Advisory Committee on Education published its conclusions on the Barnes Report on Malay Education and the Fenn-Wu Report on Chinese Education. The Reports cover most important fields of study and restate from their different approaches the basic purposes of education in Malaya.

534. On the other side of the world, in British Guiana, where the problems of rising population and increasing educational costs are particularly acute, a Committee met under the chairmanship of the Educational Adviser to the Comptroller for Development and Welfare in the West Indies to study the present and future cost of primary education in the colony and to make recommendations on future policy for the provision of schools and teachers. On present indications the population of school age will have increased by a third in the decade 1946-56; more than that, expenditure on primary education has been increasing far more rapidly than the figures for enrolment. The same tendencies are evident elsewhere in the Caribbean region and in more than one colony the school building programme has been unable to keep pace with increased numbers.

535. It was in this situation that for the first time representatives of the British Caribbean territories met in Barbados at an Education Conference in December to exchange views and information. The conference examined proposals designed to relieve overcrowding in schools, to increase the supply of trained teachers, to increase the opportunities for technical training and to give a more practical orientation to the school curriculum. Consideration was given to introducing or developing expedients such as the simplification of school building plans so as to reduce costs, the adoption of a double-shift system, the raising of the age of entry to Government and assisted schools, the extension, where possible, of the principle of aid to "basic schools" which in Jamaica have done much to meet the demand for infant schools, and special emergency measures for supplementing the teacher-training programme. Particularly interesting was a recommendation that Jamaica and Trinidad should experiment with a shortened three-year primary course with appropriate follow-up activities for those leaving school.

536. Important efforts were made during the year to bring teachers into closer touch with current educational thought and practice in the United Kingdom. Secondary school teachers are being attached as working members of the staff to secondary schools in the United Kingdom, normally for one term. Visits are arranged for them to other schools in the neighbourhood and they are put in touch with a tutor at the nearest institute of education or university department of education who can help them to relate their experiences to the wider educational background. During the summer of 1951 teachers were brought from South-East Asia and West Africa for special courses. Chinese and Malay women teachers came from the Federation of Malaya, Singapore, Sarawak, North Borneo and Hong Kong for a ten weeks' course at Wall Hall Training College which the authorities had kindly made available. West African teacher trainees attended a fortnight's Ministry of Education course on "the education of children of junior age" at the Froebel Institute, Roehampton; United Kingdom teachers also attended the course. The West African teachers spent 10 days before the course visiting schools in small groups, each accompanied by one of H.M. Inspectors. After the course they spent a week discussing the relevance of what they had seen to West African conditions.

537. Another important undertaking was the opening of the Malayan Teachers' Training College at Kirkby, near Liverpool. This is a short-term

project to meet the need for trained teachers while local training institutions are being built up. The need may be judged from the fact that the school population in the Federation has increased from 260,000 in 1945 to 700,000 in 1952. The College is being administered on behalf of the Federation Government by a Board of Governors, representative of civic, educational and commercial life in Liverpool, under the chairmanship of the Vice-Chancellor of Liverpool University. The first batch of 150 students, men and women, arrived in January, 1952, to begin a five-term course. Students to follow will take the full two-year course. The course is similar to that taken by non-graduate teachers in the United Kingdom though some adjustments to the curriculum have been made.

538. *Adult Education*.—The Department of Extra-Mural Studies at the University College of the West Indies, with a resident tutor in each of the seven British colonies as well as many part-time tutors, organised a regular programme of extra-mural classes, courses for special groups such as civil servants, teachers and social welfare workers and reading and discussion groups. About 5,000 persons were registered as members of the extra-mural classes; and six summer schools were held in Jamaica, Trinidad and Barbados.

539. In Nigeria the Extra-Mural Department at Ibadan catered for more than 3,000 persons. It held classes on visual education, social science and local government and special classes for teachers reading for elementary and higher elementary training certificate examinations. The Department concentrated on visual education and produced visual aid material and established a film library both for itself and for the Extra-Mural Department of the University College in the Gold Coast. The Gold Coast Department sponsored an impressive number of tutorial classes and residential courses, mainly at week-ends but sometimes lasting for a week or more. It has specialised in printing and publishing booklets and pamphlets of general public interest.

540. The firm establishment of these Extra-Mural Departments has given to adult education in the areas which they serve a direction and leadership which could not perhaps have been achieved in any other way. One reason for their success may lie in use of the discussion method since informal discussion is a regular feature of social activities in Africa and elsewhere. Close association with the life of the people has had much to do with the development of the People's Education Association in the Gold Coast, which grew up to organise students' demand for extra-mural work and more recently has been taking an interest in all forms of education in that territory.

541. In other areas, too, there is no doubt that "people's movements," like the trade unions, friendly societies and co-operative societies in the Caribbean region, present a challenge and an opportunity to all concerned with adult education. In the Federation of Malaya a People's Education Association has been established in Penang and an Adult Education Association in Kuala Lumpur. The main emphasis has been on literacy but beginnings were made with study groups and other media of adult education. Literacy classes for several thousand students and many other activities in adult education were conducted under the auspices of the Singapore Council of Adult Education.

542. Progress during the last two or three years indicated that the time was ripe for review of the whole position of adult education. To this end a conference was held in August, 1951, at Sidney Sussex College under the chairmanship of Sir Raymond Priestley, Vice-Chancellor of the University of Birmingham. Members of the conference formed a cross-section of those engaged on all the stages of adult education work abroad, augmented by a small group



of colonial students, together with United Kingdom representatives. The conference emphasised the essential unity of the work at different levels and prepared the ground for further close co-operation between workers abroad and those concerned with adult education in the United Kingdom.

543. *Fulbright Agreement*.—The system of exchanges between the United States and United Kingdom dependencies under the terms of the Fulbright Agreement continued during the year and its colonial budget for 1951-52 showed an increase. Fifteen candidates from Nigeria, Malaya, Uganda, Hong Kong, Cyprus and Jamaica were awarded travel grants enabling them to take various courses of study and research in the United States. Seven American professors, lecturers and advanced research scholars and six American graduate students received awards to enable them to visit the colonial territories for a period of up to a year; these awards were held at the University Colleges of the West Indies, East Africa (Makerere), the Royal University of Malta, the Imperial College of Tropical Agriculture, the West African Institute of Social and Economic Research, Fourah Bay College and the East African Agriculture and Forestry Research Organisation.

544. *United Nations Educational, Scientific and Cultural Organisation (U.N.E.S.C.O.)*.—The Sixth Session of the General Conference of U.N.E.S.C.O. is referred to in paragraph 807. The Second Regional Conference of National Commissions was held in Bangkok in November-December, 1951. Member States in South Asia and the South Pacific were invited to participate and Dato E.E.C. Thuraisingham, Member for Education, Federation of Malaya, led the United Kingdom delegation of advisers from the Federation of Malaya, Singapore and Hong Kong.

545. Close liaison between Colonial Associated Projects and U.N.E.S.C.O. was maintained. Under this arrangement, U.N.E.S.C.O. sent an adviser to Jamaica for two months to assist the Social Welfare Commission to formulate plans for a literacy campaign. An agreement was also concluded for U.N.E.S.C.O. to send a linguistic expert to Nigeria for up to 18 months to assist the Government with certain language problems.

#### (b) **Community Development**

546. The Committee on Mass Education (Community Development) devoted several of its meetings to a comprehensive review of community development and reached the conclusion that it was on central and local training that effort should be concentrated; they advised in some detail how future training might be organised.

547. The second Community Development Training Course, held in Crowhurst for three weeks during June, 1951, was attended by officers from Africa, South-East Asia and the West Indies. Thanks are again due to the School of Oriental and African Studies and the Institute of Education of the University of London for making available staff and facilities for the course.

548. The most comprehensive plan yet produced for mass literacy and mass education was adopted by the Gold Coast Government in the summer of 1951. The plan proposes a territory-wide campaign against illiteracy coupled with the provision of more facilities for training in village betterment; it also provides for a network of rural training centres intended primarily for village leaders and for the in-service training of mass education and other staff.

549. The first phase of the Domasi scheme in Nyasaland was completed by the end of 1951. Important achievements have been the establishment of local government councils at various levels and the enrolment of more than half the

children of school age in schools or instructional centres in 1951. Encouraged by the results, the Native Administration are now willing to undertake responsibility for the vernacular education of all children, and the people are prepared to pay rates to cover normal costs. More than 100 people enrolled in a night school for adults but adult education concentrated chiefly on improving land usage and home crafts. Women's institutes and recreational activities for men and women were organised. A medical survey undertaken early in 1951 made it possible to supplement normal health education with an attack on specific problems such as bilharzia.

550. Fiji has completed a comprehensive pilot community development project at Moturiki, a small island off the coast of Ovalau, the results of which should be of wide interest as, by virtue of the community's relative isolation, the project was an almost completely controlled experiment. In North Pare, Tanganyika, advantage was taken of the good will and co-operation created by a literacy campaign to encourage the people to carry out measures to improve the soil and prevent erosion.

551. The training of community leaders continues at the Jeanes School at Kabete (Kenya) where courses in citizenship are run for chiefs, local councillors, leading traders and others. Sarawak is experimenting with a series of two-year courses at Kanowit for selected Sea-Dyak couples which aim at giving them a sound practical knowledge of improved methods of agriculture, animal husbandry, elementary hygiene and infant welfare, making them literate in their own vernacular and teaching them simple market arithmetic. During 1951 the Principal of the Kanowit school visited 15 ex-pupils in their home areas and found that in spite of several adverse factors as many as 10 of them had already settled on suitable land and had begun to introduce new techniques to their neighbours.

552. Nigeria is trying to interest its educated youth in community development through the Man O' War Bay Scheme, modelled largely on "Outward Bound" lines. The scheme, begun at the end of 1950, has made encouraging progress and there are indications that similar schemes may be tried elsewhere in Africa. The Outward Bound Trust and the British National Committee of the World Assembly of Youth were instrumental in securing United Kingdom staff to help with the 1952 courses in an advisory role.

### (c) Social Welfare

553. *Community welfare, youth services and other group activities.*—In the Gold Coast the sum of £175,000 has been allotted in the revised Development Plan for social welfare, to provide community and youth centres, day nurseries and welfare offices in big towns. The vote for public assistance in Singapore has been raised from \$240,000 to \$970,000 a year and a Public Assistance Board has been established. The Welfare Organisation in Tanganyika has been expanded into the Department of Social Development with wider functions and objectives.

554. Clubs for young people are well established in Lagos (Nigeria) and young farmers clubs have been started in rural areas. The Gold Coast has started an experiment with boys' clubs in the main towns. In Barbados the Police have instituted boys' and girls' clubs for 700 children. Apart from recreation these provide trade classes, e.g., in carpentry and tailoring. The Young Men's and Young Women's Christian Associations have taken over responsibility for youth work in Jamaica and the Government are making grants for the employment of trained staff.

555. Provision is gradually being made for the handicapped. Malaya has opened its first home for crippled children and plans to build a new home for blind children and to start Braille printing and a trade training school for them.

The British Empire Society for the Blind has set up regional headquarters in West Africa and plans to do the same in East Africa. Twenty-six local associations have been established in colonial territories, mainly on the initiative of the Society, for co-ordinating welfare work for the blind and the treatment and prevention of blindness.

556. Lord Halifax, President of the British Empire Society for the Blind, launched an appeal on Empire Day, 1951, for £1 million for work among the blind in the colonial territories. Money is being raised in the United Kingdom, certain Commonwealth countries and almost every colonial territory.

557. The Colonial Social Welfare Advisory Committee has initiated a study of community centres which in future are likely to play an important part in the welfare of colonial people. There was a large increase in the number of these centres in rural areas in Malaya and seven were set up in Trinidad in 1951: in numbers of other territories new centres have been established.

558. A conference was held in May at the Colonial Office on work by and among women in colonial territories which was attended by representatives of many voluntary organisations in the United Kingdom. The conference stressed the importance of initiating and developing women's voluntary work and of the part which women can play in improving social conditions in their own countries. A sub-committee of the Social Welfare Advisory Committee is following up the recommendations of the conference.

559. Representatives of United Kingdom voluntary organisations have visited several colonial territories during the year in order to extend their activities or rouse local interest. Leaders of the Boy Scouts Association, the Girl Guides Association, the Overseas Branch of the British Red Cross Society and the St. John Ambulance Brigade have between them visited territories in South-East Asia, the Caribbean and East Africa. The Secretary of State's Social Welfare Adviser visited the Caribbean colonies at the beginning of 1952.

560. *Treatment of Offenders.*—Conditions in colonial prisons are steadily being improved and there has been a certain amount of new building to replace out-of-date prison accommodation. Increasing attention is being paid to the training of prisoners. Trade training for long-sentence prisoners was extended in Malaya and new electrical machinery for carpentry, tailoring and shoemaking was installed in all central prisons. In Tanganyika prisoners are being trained in agriculture and market gardening to make the new rural prisons self sufficient in food supplies. Educational classes were started for selected prisoners in Hong Kong, in five out of seven convict prisons in Nigeria and for young offenders in Singapore.

561. Earnings schemes were introduced in Nyasaland and experimentally in Uganda and improved remission schemes were adopted in Sierra Leone, Fiji and Mauritius.

562. Numbers of Governments have introduced or expanded probation services. Malaya and Mauritius have expanded their services; Sierra Leone has decided to experiment with probation for adult offenders and Fiji is considering it. New probation legislation has been enacted in Cyprus and Singapore. The Gold Coast Government have appointed a Commissioner for Probation and Delinquency Services to organise probation and all measures for dealing with young offenders.

563. Governments are trying wherever possible to provide special institutions for young offenders of the Borstal or approved school types: in some cases the latter are organised as open camps or farms. For example, Malaya has opened a camp school and Jamaica has replaced the boys' prison in Spanish Town with a farm school. Hong Kong and St. Lucia are also considering building camp

schools. Cyprus has opened three hostels for boys released on licence from the Reform School who are in need either of care and protection or of further training.

564. The Treatment of Offenders Sub-Committee (reconstituted in January, 1952, as the Advisory Committee on the Treatment of Offenders in the Colonies) gave detailed consideration to such questions as the retention of lunatics in prisons, systems of extra-mural labour and corporal punishment. Mr. N. R. Hilton, a member of the Committee, toured Malaya, Singapore, North Borneo, Sarawak and Hong Kong and presided over a conference of Senior Prison Officers from the region. He visited Mauritius on his way home.

565. *Training*.—At the end of 1951, 47 students were receiving training in social science in the United Kingdom. In addition many officials took social welfare courses; six officers from Malaya completed the social science diploma course and four of them also took the Home Office course for probation officers. Fourteen prison officers from 11 territories attended a four-week course organised by H.M. Prison Commissioners; several officers also attended a course for assistant governors.

#### (d) Information Services and the British Council

566. Twenty-one territories were represented at a conference of Colonial Public Relations Officers in London in June, 1951. The conference held most of its sessions at the Colonial Office but visits were paid to the B.B.C., the British Council, the Central Office of Information, the Colonial Film Unit and the Imperial Institute. In addition to hearing addresses by senior members of the staffs of these organisations, the conference was indebted to Mr. A. T. L. Watkins, Secretary of the British Board of Film Censors, for an address on the principles and practice of film censorship in the United Kingdom. The conference reviewed the functions and staffing of information departments, discussed production and distribution problems and exchanged views on methods of maintaining a two-way flow of information between Britain and the colonial territories.

567. *Training*.—An important part of the work of the Colonial Office Information Department lies in the organisation of assistance to Colonial Governments in the building up of efficient broadcasting and information services. Four locally-born officers from British Guiana, the Gold Coast, the Federation of Malaya and Singapore attended a course of training in information work which began in February, 1951, and ended in July. A further course began in October, 1951, for officers from Mauritius and Nigeria: unfortunately, the latter was obliged to withdraw from the course because of ill-health.

568. *Broadcasting*.—With the aid of grants from Colonial Development and Welfare funds broadcasting services continue to grow. The number of listeners in colonial territories has more than doubled during the last three years: the number is now estimated to be 2,500,000, but this figure must be set against a total population of some 70,000,000.

569. The impact of radio on these new audiences is well illustrated in this extract from a letter sent by an African listener to the Northern Rhodesian Broadcasting Station. He wrote: "Although broadcasting is a new thing to us, it has great influence on our lives. We are no more isolated. We are not only in closer touch with the people of Northern Rhodesia, but also with people of distant lands—people of entirely different customs and ideas. We read many articles in newspapers condemning tribal prejudices in this country, but this will never achieve any quick result so long as intellectual and cultural isolation continues. Lusaka broadcasting is, by degrees, beginning to eliminate this isolation . . . Wireless is something that is spurring great changes in the

African progress. When I buy a wireless set, I bring a teacher in for my family. I have an interested friend near me."

570. In 20 territories broadcasting is now maintained as a public service. There is commercial broadcasting under licence from Colonial Governments in five territories and commercial wired rediffusion in seven. In eight territories there is still no local service, but plans have been drawn up to construct stations in four of these—Uganda, Sarawak, North Borneo and the Windward Islands.

571. During the year new stations came on the air in Nigeria, Tanganyika and Zanzibar. Stations are being constructed in Fiji and in the Northern and Eastern Provinces of Nigeria. The Cyprus station is almost ready and will shortly begin broadcasting a domestic service in Greek, Turkish and English. Financial aid has been given for all these projects from Colonial Development and Welfare funds.

572. Shortages of equipment have delayed some of the schemes: for example, there is now a delay of about two years in the delivery of new transmitters. The B.B.C. have given invaluable help by seconding many of the key staff required for the new services. Twelve B.B.C. engineers and programme staff are now working in colonial broadcasting, and the number will probably double by the end of 1952.

573. The Fiji Government is transferring control of the local service from commercial interests to a Broadcasting Commission which will operate on similar lines to the B.B.C.

574. In the West Indies B.B.C. programme experts attached to the Governments of Trinidad and Jamaica assisted these and neighbouring Governments to provide suitable programmes for broadcasting in the daily time which is allocated to Government under the licences of the commercial broadcasting companies.

575. Broadcasts in four or more languages are now given in eight territories. There are regular broadcasts for schools in five territories: the Federation of Malaya and Singapore (in English, Malay, Chinese—several dialects—and Tamil), Malta, Jamaica and the Bahamas.

576. The radio industry showed increasing interest in the colonial market. Some of the leading firms have produced cheap receiving sets operated from dry batteries and specially designed. These have proved popular, particularly in Central Africa and Malaya.

577. *Films.*—The Colonial Film Unit continued its task of equipping colonies to make their own films. With the completion of the training course held in Jamaica in 1950-51, small units were established in Jamaica, Barbados, Trinidad and British Guiana, and started production. A new training school was opened in Cyprus, with pupils from Hong Kong, Mauritius and the Sudan as well as from Cyprus itself. Other territories were set upon the path of simple film production by the provision of basic equipment, film stock, and instruction by correspondence in their use. Instruction in the making of film strips was also given.

578. The effect of films on an unsophisticated and illiterate audience has still to be accurately assessed. It is hoped that a two-year investigation into audience reactions, launched by the Colonial Film Unit in Nigeria during the year, will clear up some of the uncertainties.

579. At the joint instance of the Colonial Office, the Commonwealth Relations Office and the Foreign Office, the Central Office of Information produced several new documentary films designed to give a simple and easily intelligible picture

of various aspects of life in Britain to overseas audiences. It is too early to say what success this series will have, and production has been suspended until results can be known. Meanwhile a steady flow of news from Britain is provided by the weekly newsreel which is sent out to almost every colonial territory.

580. Only two films about the colonies designed for general distribution were completed, one on the Falkland Islands and one ("El Dorado") on British Guiana. "Caribbean," completed earlier, won an award at the Venice International Film Festival.

581. Though the local Government units are primarily concerned with making films for local audiences, material produced by the units in the Federation of Malaya, Central Africa, the Gold Coast and Nigeria made an increasing contribution to British newsreels and to the B.B.C. television programmes.

582. *Information about the Colonies.*—The Colonial Office continued to give all possible assistance to the United Kingdom Press and to the B.B.C. The wide range of visual and written material available to schools and the public was kept up to date and some gaps were filled. Colonial Service officers on leave or retirement joined with other speakers in a programme of over 3,000 lectures arranged by the Central Office of Information for the Colonial Office; they also took part in the Imperial Institute's lecture service for schools. The former service is now to be discontinued for financial reasons.

583. During the Festival of Britain, the Imperial Institute became the main centre of Commonwealth and colonial displays and exhibitions. With the generous co-operation of Colonial Governments and of many museums and private collectors the Colonial Office staged in the Institute an exhibition of selected specimens of traditional sculpture and craftwork from many territories. The exhibition, unique in size and scope, was widely acclaimed by expert opinion in its field. It paid timely tribute to artistic traditions and achievements not always generally recognised. The touring exhibition "Focus on Colonial Progress" was also staged in the Institute during the Festival: at the end of a subsequent visit to Leicester the exhibition in its original and touring forms had been seen by 1,140,000 visitors. Many of the permanent territorial displays in the Imperial Institute were improved in 1951, and the East African and Gold Coast displays were completely transformed by the Governments concerned.

584. The exhibition of Traditional Art was honoured by a visit by His late Majesty King George VI and Her Majesty the Queen Mother. Their Majesties subsequently toured the Exhibition Galleries of the Imperial Institute.

585. Assistance was given to the Commonwealth Relations Office and Foreign Office in the discharge of their responsibilities for presenting British colonial policy and affairs in Commonwealth and foreign countries. A booklet called *Malaya—The Facts* was distributed in the United States and elsewhere by the British Information Services. At the end of 1951, the Foreign Office arranged a lecture tour in the United States for Mr. J. A. E. Morley, then Deputy Economic Secretary, Federation of Malaya.

586. *Information about Britain.*—A flow of information material was maintained to colonial territories through the Central Office of Information, including the popular magazine *Today*, specially prepared for colonial distribution, articles and illustrations for the press, booklets and display material.

587. For financial reasons the British Council had to withdraw direct representation from Aden and Gibraltar but it maintains posts in 21 other territories. It has been specially concerned in setting up or assisting centres where people of different races can meet for study, discussion and recreation. In addition the Council has continued to play a part in adult education, to arrange

for distinguished lecturers to visit various colonies, and to assist visitors from the colonies to study various aspects of the British way of life by arranging short tours, or more prolonged technical and academic courses, in the United Kingdom.

588. *Colonial Press*.—Eight colonial journalists came to London to attend the Polytechnic Diploma Course in Journalism beginning in September, 1951, the cost being met by the Colonial Office. This was the third group to take the course under these arrangements, making a total of 25 journalists. The Colonial Office will be unable to finance future training visits of this kind, but places on the course will continue to be available to colonial journalists.

589. As in previous years, invitations were extended to colonial newspapermen to visit Britain for one month to see something of British life and institutions. During 1951 there was the added interest of the Festival of Britain. The visitors numbered 13, drawn from Singapore, the Federation of Malaya, Hong Kong, Mauritius, Bermuda, Bahamas, British Guiana, Jamaica, Trinidad, Barbados, and the Leeward Islands.

590. *Visits*.—During the year the Director of Information Services visited West Africa, and the Adviser on Overseas Information visited East and Central Africa.

#### (e) Labour

591. An excellent opportunity to review labour administration in the dependencies was provided by the Conference of Heads of Labour Departments held in London between the 24th September and the 5th October, 1951. This conference, the first of its kind, was attended by 32 officers from 22 territories.

592. The need for industrial harmony in carrying out plans of economic development and as a permanent social factor in colonial progress was one of the underlying themes of the conference. A close examination was undertaken of ways and means of resolving industrial disputes and of encouraging consultation and co-operation between worker and employer, including the development of employers' and workers' organisations. The functions and methods of Labour Departments in giving guidance to the growing trade union movement, and the problem of providing the education and training so essential to the development of a sound and responsible movement, were reviewed.

593. In the light of the serious shortage of skilled craftsmen in many areas, especially in the African territories, the problems of technical training, apprenticeship schemes and trade testing were examined. The conference also considered the general problem of social security in the dependent territories.

594. A report on labour administration in the colonial territories between 1944 and 1950 was published in the summer of 1951 (Colonial No. 275). It supplemented the previous paper, *Labour Supervision in the Colonial Empire, 1937-43* (Colonial No. 185.)

595. *Staff and Training*.—During a tour of the West Indies between March and June, 1951, the Secretary of State's Labour Adviser, Mr. E. W. Barltrop, undertook a review of industrial relations in the Caribbean. Mr. E. Parry, Assistant Labour Adviser, visited Mauritius and Sierra Leone (twice) to advise on problems of industrial relations. Miss S. A. Ogilvie, Assistant Labour Adviser, visited Cyprus, the Sudan, Aden, Somaliland and Gibraltar during November and December, 1951.

596. Among the new appointments during the period were those of Mr. F. W. Catchpole to be Labour Adviser to the Development and Welfare Organisation

in the West Indies and of Mr. N. Pearson to be Labour Adviser, Windward Islands.

597. Two training courses (each lasting three months) for some 40 officers of Colonial Labour Departments were held in the United Kingdom by the Ministry of Labour and National Service in association with the Colonial Office. Individual training attachments were also arranged for a number of officers.

598. A Regional Conference of West African Labour Officers was held at Accra in May, 1951. The Labour Commissioners from East and Central African territories continued their periodic meetings.

599. *Labour Legislation.*—While most territories now have comprehensive labour legislation for the protection of workers, including women and children, there is need in some places for the consolidation and codification of the law in the light of post-war development. During the year new or amending Ordinances were passed in the Gilbert and Ellice Islands and in Zanzibar and were under consideration in other territories. A model law was prepared as a guide for territories contemplating the enactment of simple Factories Ordinances.

600. *Supply of Labour.*—In some territories such as the West Indies unemployment remains a chronic problem, but in others, such as Northern Rhodesia, North Borneo, Tanganyika and the Gold Coast, it has proved difficult to find enough labour to meet the demands of development programmes. In Tanganyika a special committee surveyed the manpower problem and made recommendations to the Government.

601. The Nyasaland Government continues to be concerned by the agricultural and social problems caused by migration of labour to neighbouring territories. In 1951 the quota of workers allowed to be recruited for work in the South African gold mines was reduced from 10,000 (the 1950 figure) to 8,000; a further reduction to 7,000 has been made for 1952. The recruitment of Africans from the Southern Provinces (where labour is particularly short) has been prohibited.

602. Under the agreements with the Spanish and French authorities, Nigerians continued to be recruited for work in Fernando Po and in the Gabon.

603. A Regional Labour Board (composed of representatives of each of the participating Governments) was set up in June, 1951, to co-ordinate the recruitment and employment of West Indians for farm work in the United States of America. The Board took over control of the British West Indies Labour Organisation in the United States, which carries out welfare activities on the farms and acts as the Board's agent for negotiation with employers and liaison with Governments. There were some 12,000 West Indians doing farm work in the United States during 1951.

604. *Trade Unions.*—Provisional figures show that in September, 1951, there were some 1,220 trade unions registered in the colonial territories, with an estimated membership of 737,000, compared with 1,170 trade unions with a membership of about 680,000 at the end of 1949. The strength of the trade union movement, however, cannot be measured in figures alone. Since the end of the war development has been particularly rapid and, while from some angles progress has been real, the comparative immaturity of the unions has given rise to special problems which have emphasised the continuing need for guidance and education in trade union principles and practice. At the same time a sound legislative framework is needed, and in 1951 the Colonial Labour Advisory Committee carried out a special review of trade union legislation, the results of which were communicated to Colonial Governments for their consideration.



605. The importance which is attached to education and training was emphasised by a special Colonial Development and Welfare grant of £5,000 for a thirteen-week residential training course which opened in March, 1952, in Barbados for West Indian trade unionists. The Labour Adviser to the Development and Welfare Organisation, West Indies, is acting as Dean of the course and a lecturer on industrial relations and trade unionism has gone out from the United Kingdom. At the request of the Malayan Trade Union Council the Government of the Federation of Malaya has arranged a series of four fortnightly training courses for trade unionists to begin in April, 1952, with the assistance of an experienced trade union lecturer from this country, who will also take part in short courses to be held in Singapore. Valuable work is also being done by trade union education committees at Lagos and Enugu in Nigeria.

606. While it is generally agreed that training in the territories themselves achieves the best results, there are occasions when training in the United Kingdom is more appropriate. The Nigerian Government, for example, has awarded four further scholarships in 1952 for trade unionists to take a course organised by the Trades Union Congress.

607. The Trades Union Congress has continued its valuable work of assisting the colonial trade unions. Office equipment has been sent to unions in the West Indies and West Africa and literature to help form the nucleus of libraries has been supplied to unions in Malaya, Nigeria, the Gold Coast and the West Indies.

608. *Regulation of Wages and Conditions.*—While trade union organisation has made great strides in recent years, a very high percentage of workers remain outside the ranks of trade unions. Governments have a special responsibility for ensuring fair wages and conditions of employment for these workers. Parellel with the encouragement of union organisation and collective bargaining, statutory wage-fixing machinery is therefore necessary to cover occupations where collective bargaining is not yet proving adequate. Legislation for this purpose already exists in some territories and has proved its value. New or amending legislation in this field was enacted during 1951 in Kenya, Tanganyika, Grenada and St. Lucia.

609. In October, 1951, a Weekly Holidays Ordinance was brought into force in the Federation of Malaya, making it obligatory for shop workers to be given one day's holiday a week. A similar measure came into force in Singapore in 1950.

610. *Industrial Relations.*—Legislation making special provision for the settlement of labour disputes in services essential to the life and well-being of the community already exists in several territories. During the year Ordinances to this end were passed in Grenada, St. Vincent, Dominica, Jamaica and Aden.

611. At the Enugu Colliery in Nigeria the joint consultative committees are working well and the Nigerian Coal Corporation, which created a new post of colliery agent in 1951, has paid particular attention to industrial welfare. A new union at the Colliery was registered in May, 1951. A go-slow strike occurred in August, 1951, but the difficulties were overcome and normal working was resumed after a short while.

612. Several important wage agreements were concluded during the year. In the Federation of Malaya an agreement based on an award by an Arbitration Board was signed in June, 1951, giving considerable pay increases to the majority of plantation rubber workers, wage rates being related to the price of rubber. In Sierra Leone comprehensive wage agreements covering mine

workers, artisans and general workers in the Colony and Protectorate were agreed during June and July. In Jamaica negotiations between the two sides in the sugar industry ended in June in a general wage increase of 12½ per cent together with revised rates of pay for certain categories of workers. In Northern Rhodesia railway workers concluded an agreement with the Railway Administration in November giving new wage rates to all grades. In Barbados an agreement was reached in September between the Barbados Workers' Union and representatives of the sugar manufacturers and the estates providing *inter alia* for the relation of wages to the export price of sugar, a production bonus, the provision to the union of figures showing the financial workings of the industry and certain alterations in the rate of contributions to the Sugar Welfare Fund and the Rehabilitation Fund.

613. An inter-territorial conciliation board to enable railway disputes to be conveniently and quickly dealt with is being established for Northern and Southern Rhodesia after consultation between the Governments and organisations concerned.

614. In Jamaica the Labour Department carried out a series of polls among sugar estate workers in the summer in connection with disputes over which of the two main trades union groups should represent the interests of workers in negotiations; reasonably amicable relations have prevailed since then.

615. Workers at the Yengema diamond mines in Sierra Leone came out on strike in April, 1951. After a Board of Enquiry into the dispute had recommended settlement by arbitration, agreement was finally reached by direct negotiation between the parties. There was some anxiety among other mining employers at the effect of the settlement on other undertakings, and new rates were fixed by the Wages Board for the whole industry in July.

616. In July, 1951, there was a go-slow movement in the mechanical workshops of the Nigerian Railway. After negotiations had taken place under the guidance of the Commissioner of Labour normal working was resumed. A go-slow strike of Nigerian engine drivers occurred in December in support of a demand for increased wages. A settlement under which the men returned to work was reached early in January, 1952.

617. Some 15,000 work-people employed by the Service Departments in Malta came out on strike in February, 1952, claiming the same increase in their cost-of-living allowance as that awarded by an Arbitration Tribunal to Government employees. The strike was called off after proposals had been made for the union leaders to visit London to discuss the issues involved with the Service Departments.

618. *Social Insurance*.—In the Federation of Malaya the Employees' Provident Fund Ordinance, providing for a measure of compulsory saving as a means of social insurance, was passed in April, 1951. The scheme covers a wide variety of workers whose monthly earnings do not exceed 400 dollars. Contributions to the Provident Fund, which will be administered by a tripartite board representing Government, employers and employees, are to be made by monthly deductions from the employees' pay to which the employers add an equal sum. The total sum (which bears interest) can be withdrawn by the employee when he reaches the age of 55. It is hoped that the Provident Fund will start operations in the summer of 1952. Plans for a similar fund in Singapore are under discussion.

619. In the Falkland Islands a contributory old-age pension scheme is under consideration.

620. An Employment Injuries Insurance Bill has been passed in Gibraltar, where there has till now been no statutory scheme for compensation for accidents at work. This Ordinance is based largely on the United Kingdom Industrial Injuries Act providing for a contributory scheme and not on the former United Kingdom Workmen's Compensation Acts, on which most workmen's compensation legislation in the dependencies is modelled. Valuable advice on this and other measures has been given by the Ministry of National Insurance and the Government Actuary's Department.

621. *International Confederation of Free Trade Unions.*—The I.C.F.T.U., to which a number of trade unions in British territories are now affiliated, has continued to show particular interest in the under-developed areas of the world and has made progress with the development of its regional activities. Its first Asian Regional Conference, which was attended by delegates from the Malayan T.U.C., was held at Karachi in May, 1951. The conference set up a plantation committee to study and report on trade union organisation among plantation workers of all kinds. Plans are also in hand for the foundation and running of a residential training college for trade unionists in Asia. The Asian regional office has now moved from Singapore to Colombo. Plans for the setting up of a regional office for West Africa are under discussion and residential training courses lasting six weeks each are contemplated in that area.

622. Mr. George Woodcock, Assistant General Secretary of the Trades Union Congress, visited Trinidad in May, 1951, for a conference of I.C.F.T.U. organisers in the Caribbean and the Guianas. Mr. Arthur Deakin, Chairman of the General Council of the Trades Union Congress, visited Malta in January, 1952, at the invitation of the Malta General Workers' Union.

623. The second World Congress of the I.C.F.T.U. was held at Milan in July. The General Council of the Trades Union Congress gave financial assistance to colonial trade unionists to enable them to be present. In October, 1951, an official delegation from the I.C.F.T.U. visited East and Central Africa for a two months' tour to study the trade union position there. The chairman of this delegation was Mr. G. H. Bagnall, representing the Trades Union Congress; Mr. G. Rozemont of Mauritius was also a member.

624. *International Labour Organisation.*—A representative of the Colonial Office and the Labour Commissioner, Trinidad and Tobago, attended the 34th Session of the International Labour Conference in Geneva (June, 1951) as advisers to the United Kingdom Government delegates on matters concerning dependent territories. Representatives of the Governments of Hong Kong, the Federation of Malaya, and Singapore attended meetings held in Asia under the auspices of the I.L.O. These included seminars on labour statistics in New Delhi and on labour inspection in Calcutta, and a regional technical conference on manpower in Bangkok. Representatives of the Colonial Office and of the Borneo territories also attended the last conference as members of the United Kingdom Government delegation. A representative of the Government of Malta attended a migration conference in Naples.

625. The development of operational activities within the normal programme of the I.L.O. and the United Nations Expanded Programme of Technical Assistance has led to closer relations between the Organisation and the non-metropolitan Governments. Within the framework of the Expanded Programme two experts visited Singapore to advise the Government on proposals for the establishment of a provident fund scheme in that colony. This was the first project sponsored by the I.L.O. under this programme for the benefit of a British territory.

626. An official of the Labour Department of the Government of the Federation of Malaya studied employment service organisation and industrial relations in the United Kingdom for several months under a fellowship granted by the Organisation. A trade unionist from Trinidad studied the work of the Organisation for two months at the International Labour Office, Geneva, under an internship grant. Further progress was made during the year in the application to the colonial territories of the provisions of International Labour Conventions.

#### (f) Medical and Health Services

627. A year's work in public health can never represent more than a short stretch on a long road: and it must always be viewed against the background of general achievement and the magnitude of the task ahead.

628. A great measure of control has now been gained over many of the diseases, particularly those peculiar to tropical countries, which have caused high morbidity and mortality rates in the colonial territories. On the other hand, stubborn problems remain—such as tuberculosis, now one of the greatest single causes of sickness and death. The steady increase in the number of doctors and trained auxiliaries in the medical services has brought improved efficiency and enabled more and more attention to be paid to preventive medicine. The expansion of the services over the past 25 years can be judged from figures of Government expenditure. In Nigeria, for example, expenditure on the Medical Department rose from £437,944 in 1928 to £3,614,811 in 1951, and in Northern Rhodesia from £37,949 in 1926 to £657,886 in 1951. Indeed, the effects of efficient public health measures are already beginning to create new problems. The rate at which population is increasing, particularly where it is associated with progressive urbanisation or in island territories where productive land is limited, is becoming a matter of concern from the public health as well as the social and economic aspects. When medical and health services are already strained, careful and far-seeing planning will obviously be required if growing current needs are to be met within the framework of a balanced development of social services.

629. The recruitment of doctors for the Medical Departments of the African territories has overtaken the serious arrears which resulted from the cessation of recruitment during the war and subsequent increases in establishments. Africa is now up to establishment for doctors except for a few officers with special experience or qualifications, such as pathologists. In other areas, too, the position has greatly improved, though in Malaya many vacancies remain. The special needs of the Malayan and Singapore Medical Departments at this time have been recognised by the grant of approval for the recruitment of a limited number of doctors for Malaya who would normally be called up for service with the Armed Forces under the National Service Acts. Attractive terms have also been widely advertised, and it is hoped that in these ways the shortage will be largely overcome by the end of 1952.

630. In addition to recruitment from the United Kingdom and Commonwealth countries, there is a valuable source of medical manpower in the Medical Faculties of the Universities of Malaya, Malta and Hong Kong, the University College of East Africa (Makerere) and, for the future, in the Medical Faculties of the University Colleges in Nigeria, the Gold Coast and the West Indies. There were also 621 colonial students studying medicine and 112 studying dentistry in the United Kingdom and Irish Republic in the academic year 1951-52. Although many of these students may not enter Government service on graduation (indeed, it is a problem to attract medical men of local origin into service under their own Governments), the majority do return and practise in their own countries.

631. Only in exceptional cases can the economy of colonial territories carry an establishment of Government doctors which would compare with the doctor/patient ratio in the United Kingdom. The gap has to be bridged by medical auxiliaries and the training of this valuable cadre is receiving high priority. The high standard of professional competence of the Central Medical School in Fiji is well known. The school serves the South Pacific area and its graduates, after a four-year course, virtually replace fully qualified men in remote islands and outlying areas. In Nigeria plans have been made for the foundation of a medical school to serve the Northern Provinces. The precise form of the training is still under discussion but the objective is to produce auxiliaries who, under supervision, will be able to provide medical and health services in that area. The East and Central African territories, and some others, also train hospital assistants or medical assistants, who are capable, after a three- to four-years' course, of conducting a rural dispensary or health centre.

632. Great attention is also being paid to the local training of technical grades. There are many schools for training pharmacists, laboratory assistants, radiographers and physiotherapists, and these are working to capacity. The number of health inspectors locally trained to the standard of the Overseas Certificate of The Royal Sanitary Institute is also steadily increasing.

633. *Preventive and Social Medicine.*—The understandable demand for curative services continues to increase, and it is not always easy to demonstrate the need for a balanced development between these services and the less spectacular, but far-reaching, preventive measures. One of the methods for emphasising the preventive aspect is the development of rural health centres, which it is hoped will soon be playing as important a part in the life of rural communities as does a hospital service in urban areas. In Kenya two new Locational Health Centres have been opened, with strong emphasis on preventive teaching to avoid a reversion to the old "dispensary" system. In Nyasaland, Nigeria, Barbados and elsewhere similar new centres have been opened. In St. Kitts there are now five such centres. The work in all these centres covers maternal and child health, school health, nutrition, sanitation, tuberculosis and venereal diseases. In Malaya, despite terrorist activity, maternity and child welfare centres have been established in most of the States. Mobile units are becoming more common. The unit in Cyprus and the riverine dispensaries in Sarawak have continued their successful work: and there is now a new mobile ante-natal service in Mauritius, and in Singapore a social hygiene travelling dispensary service for rural areas. In West Africa the development has continued of Medical Field Units which undertake mass campaigns and survey work. The fact that the units also offer treatment has greatly helped to dissipate hostility against such unpopular procedures as mass vaccination; and their value as a mobile reserve in epidemics and other emergencies cannot be overestimated.

634. The treatment of venereal diseases by penicillin and other modern therapeutic agents has to a considerable extent simplified the cure of these diseases, and the short, intensive dosage method has, apart from enabling treatments to be carried out in the field, released many hospital beds. The basic social problem, however, still remains. In Seychelles a comprehensive plan for a colony-wide treatment scheme has been prepared and the financial commitments approved.

635. The medical inspection of schools depends upon the availability of staff, but in most territories some facilities are provided and inspections of school-children are becoming much more regular. School meals, too, are now by no means an exception. In Hong Kong the School Health Service has instituted an experimental scheme whereby, for an annual subscription of \$5 per child, children in Government or Government-aided schools will receive a daily glass

of milk: private schools, too, can take part in the scheme for a subscription of \$15 per child.

636. *Epidemic Diseases*.—No devastating epidemic on the scale of the outbreak of cerebro-spinal fever reported in 1950 from northern Nigeria has occurred in the past year. Despite the vast influx of immigrants into Hong Kong, and the existence of a squatter population of more than 350,000, there has been no outbreak of any of the major quarantine diseases in the colony. In conditions which have created innumerable problems in sanitation and disease control this reflects the greatest credit on the officials of the Health Department.

637. A sharp epidemic of poliomyelitis was reported from the British Solomon Islands Protectorate. This unpredictable disease became increasingly common in April and May, 1951, and some 350 known cases were reported before the outbreak died down in July.

638. For the first time for some years West Africa had a localised epidemic of yellow fever. This occurred in November in two villages 15 miles west of Enugu in the Udi District of Nigeria, among a population of some 80,000. Prompt measures were taken by the Health Department, assisted by the staff of the Virus Research Laboratory in Lagos, and these, coupled with an intensive vaccination campaign, soon brought the outbreak under control. Over 200 deaths occurred. In other West African territories, particularly the Gold Coast, sporadic cases of yellow fever still occur but in no instance did the incidence assume serious proportions.

639. *Tuberculosis*.—Tuberculosis is now perhaps the greatest socio-medical problem in the colonial territories, and in the absence of specific drugs or rapidly effective preventive measures its conquest is likely to be a slow and costly business. The approach to the problem naturally varies with local conditions and in many territories the extent and distribution of the disease has still to be assessed. The past year has seen an intensification of the efforts that are being made to tackle it. Many surveys have already been carried out using miniature radiography and Mantoux testing techniques. Departmental work has been greatly aided by voluntary organisations and it is a healthy sign that the general public is becoming progressively more conscious of the nature of the disease and the means by which it can be combated. In Sarawak, for example, an Anti-Tuberculosis Association has been formed and raised \$100,000 in an initial appeal; and in Aden a 36-bed ward has been provided by the Aden Society for the Prevention of Tuberculosis. Mauritius also has benefited by a donation of Rs. 500,000 from a private individual towards the establishment of an Anti-Tuberculosis Society. In other countries such as Malaya, Singapore, Hong Kong, Fiji and Bermuda, where similar associations have existed for some time, their influence is steadily increasing. Sanatoria, where they have been established, can cater for only a fraction of those patients who should be removed from unsatisfactory home conditions. Nevertheless, the aggregate number of beds available for tuberculosis cases has been appreciably increased by new institutions completed in 1951.

640. B.C.G. vaccination is one of the preventive measures which is being actively exploited. In the Far East, notably Singapore and Malaya, mass B.C.G. vaccination was aided by the United Nations International Children's Emergency Fund (U.N.I.C.E.F.) teams and in Singapore this form of vaccination is now a routine feature of school and rural health work. In Jamaica a tuberculosis campaign undertaken by the Government, acting in co-operation with U.N.I.C.E.F. and the World Health Organisation, was started in October, 1951. Initial testing and vaccination of the school population were carried out and centres for testing and vaccination were established in the Kingston and

St. Andrew area. Altogether 109,000 persons were tuberculin tested and 54,000 positive reactors were vaccinated with B.C.G. In Aden and Trinidad, too, B.C.G. vaccination schemes were started with the help of U.N.I.C.E.F.. In other territories anti-tuberculosis work has so far been confined to selected groups such as schoolchildren, nurses and defined samples of the population. In Sierra Leone all entrants to a new housing scheme are required to undergo Mantoux tests and, where necessary, are vaccinated. When the total population of Silhouette, a small island in the Seychelles, was surveyed not a single case of tuberculosis was discovered. Bermuda, too, can claim virtually a total control over the disease.

641. *Leprosy*.—The new leprosy settlement in Hong Kong is called by the Chinese “The Island of Happy Recovery.” This is symbolic of the change of outlook which has followed successful treatment by the most modern drugs. The Leprosy Research Unit at Uzuakoli in Nigeria has played a leading role in developing these drugs, and its work has attracted world-wide attention. The Leprosy Service in Nigeria, a happy combination of Government and missionary enterprise, has completely changed the attitude of the people to the disease and has proved in the field the value of the Uzuakoli laboratory research. It is not now necessary to rely on segregation in leprosaria unless the severity of the disease demands hospitalisation of the patient; a great deal can be done by follow-up treatment in the patients’ own homes. In one province of Nigeria alone there are 10,000 patients under regular sulphone treatment; in another, 4,776 persons have voluntarily segregated themselves in villages for ease and regularity of treatment. Recent figures point to a definite decrease of leprosy in the Eastern Region, so much so that one clinic has been closed down.

642. From Malaya also, where 3,125 patients are segregated in settlements, it has been reported that a far greater number of people are voluntarily seeking treatment, and their subsequent rapid improvement is bringing buoyancy to the settlements. News of progress, with the same new feeling of hopefulness, comes also from the West Indian territories, from East and Central Africa and from the island settlement of Makogai off Fiji. The work, however, is not easy; a great deal of detailed organisation and concentrated training of staff is necessary to enable case-finding and follow-up examination, as well as treatment, to be carried out successfully.

643. The conspicuous part played in this work by missionary bodies and voluntary organisations calls for renewed acknowledgment. The British Empire Leprosy Relief Association has maintained its valuable help and the Lepers Trust Board of New Zealand, with its Associated Board in Fiji, makes the lot of leprosy patients in the south-west Pacific a great deal easier by its generous donations in cash and kind.

644. *Malaria*.—This disease remains the most universal menace to health in many tropical and sub-tropical countries. Its control is costly in men and materials, and its complete eradication has so far proved possible only where favourable conditions exist. The use of modern insecticides has been a major weapon, but even insecticides have their limitations. The mosquito carrier universally prevalent in Africa, *Anopheles gambiae*, is proving somewhat resistant to methods which are successful against other carriers. In Cyprus total eradication has been maintained and in Mauritius the principal carrier, *Anopheles funestus*, has been practically eliminated. *Anopheles gambiae*, the other vector in Mauritius, has, however, not succumbed so readily to the residual spraying technique which was so rapidly lethal to *Anopheles funestus*, and the attempt to eliminate it by treatment of breeding grounds is still proceeding. Meanwhile the incidence of malaria has become negligible. The Ilaro Experimental Eradication Scheme in Nigeria was continued during 1951. This is an endeavour to

prove whether malaria can be eliminated from or at least controlled in a hyperendemic area, and the ultimate findings, positive or negative, will be of great scientific and practical value. In Malaya also experiments on elimination have been continued; there is some hope that, where *Anopheles maculatus* is the only carrier, residual spraying will be effective, but again the final results must be awaited. Elsewhere, routine measures have been continued and expanded and reports indicate that the general incidence of malaria is steadily declining. In the West African territories extensive drainage works have gone ahead. In East Africa the Inter-Territorial Malaria Unit is concentrating on the training of field workers in modern methods of control. The Somaliland Protectorate unfortunately suffered from an extensive epidemic of malaria. This is always a potential danger in the wet season grazing areas, but in 1951, as a result possibly of heavy rains following a severe drought, a debilitated population suffered very severely.

645. *Curative Services.*—Expanding populations, progressive urbanisation and improved communications are among the factors leading to a demand for more and better hospital accommodation. During the year there has been an appreciable addition to available hospital beds, despite the fact that many of the larger projects have suffered serious setbacks in the planning stages as a result of rising costs, so that plans have had to be completely recast. Examples of this are the reconstruction programmes for the Sewa Hedji Hospital in Dar es Salaam, the Civil Hospital in Aden and the Colonial War Memorial Hospital and Medical School in Suva, Fiji. Nevertheless, an extensive programme has been completed and many important buildings are under construction.

646. The surgical and theatre block of the African Section of the Group Hospital in Nairobi was formally opened in February, 1951, and the completed unit was named "The King George VI Hospital." This hospital has now a total of 781 beds and is completely equipped to high modern standards. One hundred and seventy-one beds also have been added to the Mathari Mental Hospital in Nairobi. In Nigeria three new general hospitals—at Onitsha, Shagumu and Birnin Kebbi—have been completed. The new hospital at Broken Hill in Northern Rhodesia was due to be opened during March, 1952, and most other territories can show substantial additions.

647. Much use is being made of clinics and dispensaries to relieve the out-patient departments of general hospitals. In some cases, as in Hong Kong, where the Society for Protection of Children has opened a clinic at Kowloon, voluntary bodies are playing their part, and in many others native authorities and local governments are sponsoring and supporting general or specialised clinics.

648. *Missionary bodies.*—Missionary hospitals have for a very long time held a traditional and honourable place in the medical field and a sincere tribute is due to the notable part they have played in the relief of human suffering. Mission hospitals not only cater for the sick but in many instances undertake the training of auxiliary medical staff, particularly midwives and nurses. This is a valuable service and many medical departments rely a great deal on this form of assistance. The training is commonly co-ordinated by joint committees so that standards in Government and mission training schools are approximately the same. These are hard times for all voluntary organisations, but satisfactory arrangements for Government subsidy of the services rendered by the missions enables much work to be done which otherwise would not be possible. In Nigeria the Leprosy Service is essentially a joint mission and Government enterprise and in the Gold Coast, too, it is hoped that the co-operation of missions, with appropriate subsidy, will enable that branch of medical work to be greatly extended.



649. *Nursing*.—Nursing sisters from the United Kingdom and Commonwealth countries are coming forward in satisfactory numbers, but resignations, chiefly on marriage, continue to be high and create a serious problem in the maintenance of an experienced and efficient senior staff.

650. Candidates for local training as nurses and midwives fall short of the number required in many territories, generally because of the existing standard and extent of female education. Male nurses and dressers are being trained in almost every territory, and in several of them schemes for the training of female assistant nurses have been instituted. Although started as a temporary measure, such schemes are proving successful, and the assistant nurse may well become a permanent member of the health team in some territories.

651. Some 800 colonial student nurses are in training in the United Kingdom taking general nursing, mental nursing or midwifery courses. Having completed their basic training, many are either obtaining additional qualifications or experience before returning home or have already returned to take up senior appointments.

652. Recruitment of sister tutors is particularly difficult, but in spite of this the training of nurses in all the colonial territories is progressing and in some cases development is both rapid and satisfactory. In addition to the Gold Coast and Hong Kong, Singapore has now achieved reciprocal State Registration with the General Nursing Council for England and Wales, and legislation for local registration has been introduced in several territories during the year as an important step towards obtaining similar reciprocity in the future. Partial recognition towards State Registration in England is now being granted to several training schemes and is proving to be a great incentive to the nurses themselves to work for higher standards and towards complete reciprocity.

653. With these advances in the standard of training locally qualified nurses are being promoted to senior positions in increasing numbers. One-third of the total number of nursing sisters working in the Federation of Malaya are now locally trained. It is also increasingly possible for nurses trained in colonial territories to come to the United Kingdom for post-certificate study, and students from Hong Kong, Malaya, Singapore, West Africa and the West Indies have completed courses of training as ward sisters, health visitors, sister tutors and administrators in both hospital and public health nursing.

654. Midwifery and maternity and child welfare are taking on greater importance in the nursing services of many territories. In Nigeria each of the 12 Northern Provinces now has a health sister, as compared with two for the whole of these Provinces in 1950. Even so, the demand by the community for this type of service outstrips the available supply, and schemes of training in midwifery and public health are being developed in many territories to meet this need. In South-East Asia teams of teachers provided by the World Health Organisation and U.N.I.C.E.F. are assisting with these forms of training and in the provision of domiciliary midwifery; and in Jamaica the public health training scheme, established with the co-operation of the Rockefeller Foundation, continues to provide qualified health visitors for the Caribbean area.

655. *World Health Organisation and United Nations International Children's Emergency Fund*.—U.N.I.C.E.F. working in co-operation with W.H.O. and the Governments concerned has provided funds which have enabled a great deal to be done in the field of health in general and child health in particular. In British Honduras the child feeding programme established in 1950 has been continued in 1951. In North Borneo specialist staff has been provided to undertake the training of nurses and health visitors while actively promoting maternity and

child welfare work. Extensive B.C.G. vaccination campaigns against tuberculosis have been carried out in Malaya and Singapore and equipment has been provided for the Dental Nurses School in Penang. In Hong Kong a mobile X-ray unit has been provided for use in tuberculosis surveys. There are many other projects in paediatrics, health education and allied subjects which have benefited greatly from the assistance of these international organisations.

656. Seven W.H.O. Fellowships were awarded during the year to Colonial Medical Service officers. The subjects in which the Fellows received, or are undergoing, specialised training are tuberculosis control, syphilis serology, food inspection, malaria control and public hygiene.

657. *Panel of Consultants.*—Under the six-year scheme financed by the Nuffield Foundation further visits were paid to African territories during 1951 by five eminent specialists in tuberculosis, child health, venereal diseases and hygiene and tropical medicine. Their tours were again greatly welcomed by the local medical staff.

658. *General.*—Owing to staffing difficulties colonial territories were not able to take full advantage of the offer by the National Association for the Prevention of Tuberculosis of six scholarships for training in tuberculosis work in the United Kingdom; two awards were made, the successful candidates being a medical officer from the Federation of Malaya and a nursing sister from Trinidad.

659. The work of the British Empire Society for the Blind is described in paragraphs 555-6.

#### (g) Nutrition

660. In order to help Colonial Governments to survey the problems of nutrition and to work out practical nutrition programmes, approval was given during the year for the establishment with Colonial Development and Welfare assistance of an Applied Nutrition Unit in London. This represents a joint undertaking by the Colonial Office and the Nutrition Department of the London School of Hygiene and Tropical Medicine, in whose building the Unit will be housed, and it brings nearer to completion post-war plans for a central colonial nutrition organisation.

661. The Unit, which was being formed at the end of the year under review, will consist of a small staff of specialists with practical experience of work in colonial conditions and will cover both the medical and dietetic aspects of nutrition, as well as food technology. It will serve as a focal point of consultation and technical advice for Governments and their workers in the field, and its principal functions will be the collation, analysis and dissemination of information, assistance in the planning of field investigations and the interpretation of the findings of such surveys, the organisation and execution of applied nutrition projects, and participation in the training facilities already provided in the United Kingdom for those concerned with practical nutrition work, particularly non-medical personnel. The Unit will have close links with the Medical Research Council's Human Nutrition Research Unit which, with its Field Research Station in the Gambia, remains the centre of fundamental research into colonial nutrition.

662. While the Applied Nutrition Unit must be regarded as experimental at this stage, it is hoped that it will reinforce and stimulate the work that is being done in individual territories. That work by its nature is not self-contained but is closely interwoven with the problems of medical, agricultural, social and economic development and calls both for a co-ordinated approach by all Government departments concerned with the advancement and well-being of the people and for the co-operation of the people themselves. Although the appointment of specialist nutrition workers cannot be justified at present in many territories, the importance of nutrition in the general pattern of development is fully recognised.

A good example of the broad approach is the pilot scheme which is being undertaken at Kawambwa in Northern Rhodesia, where a joint attack is to be made on the problems of malnutrition and endemic disease in a defined area by intensive measures to improve agricultural methods and provide preventive medical services. A survey of practical nutrition programmes in the territories was included in H.M. Government's report for 1951 to the Food and Agriculture Organisation.

663. Professor B. S. Platt, who acts as a general consultant on nutrition to the Secretary of State, and Dr. R. C. Burgess of the Institute for Medical Research in Kuala Lumpur (later appointed head of the nutrition division of the World Health Organisation) attended the second session of the Joint Committee on Nutrition of the F.A.O. and W.H.O. in April, 1951, at which *inter alia* a report on a survey of malnutrition in Africa undertaken jointly by the two organisations was considered. The survey covered several British territories and was mainly concerned with "kwashiorkor," a nutritional disorder which occurs in tropical and sub-tropical areas.

664. Preliminary arrangements have been made for a conference of experts to be held towards the end of 1952 in the Gambia. The conference is being organised by Her Majesty's Government under the auspices of the Commission for Technical Co-operation in Africa south of the Sahara and will discuss various scientific aspects of malnutrition in African mothers, infants and children. It will also review the action taken to give effect to the recommendations of the earlier conference held at Dchang in the French Cameroons in 1949.

665. The work of the Nutrition Field Working Party in the Gambia, mentioned in Cmd. 8243, paragraphs 692-3, has been concluded. An Experimental Group Farm is being conducted by the Gambia Government at Geneiri, but its programme does not include technical nutrition studies.

666. Assistance in the form of supplies of milk and supplementary food was again received from U.N.I.C.E.F. for special schemes in several territories for the benefit of infants and children.

#### (h) Housing and Town Planning

667. The improvement of unsatisfactory living conditions is recognised throughout the territories as one of the social responsibilities of Governments and public authorities. Despite the variations in local conditions a housing policy with common features is beginning to emerge in many territories, backed by a growing interest on the part of the elected representatives of the people in housing and town planning as a public service.

668. The main aims are to clear slums and relieve overcrowding, particularly in urban areas, to improve standards in rural areas, to keep in step with the requirements of economic development and to accommodate the natural increase in population. The last factor is constantly adding to the size of the problem at a time when shortage of money, labour and materials and rising costs make it increasingly difficult to overtake existing needs.

669. Although in the circumstances improvisation is inevitable and temporary housing schemes have to be undertaken, it is becoming the general aim to work to long-term programmes and fixed minimum standards, to provide permanent dwellings with adequate ancillary services and amenities, and to cater for families rather than single workers.

670. In addition to building houses for rent or rent-purchase, Government assistance may take the form of providing sites and ancillary services and possibly financial or material aid to individuals, associations or authorities. Several

Governments have introduced " aided self-help " schemes, and experience is being gained of the problems of supervision and technical guidance which such schemes require, particularly in urban areas. Rising prices are stimulating the development of low-cost types of house. The basic principles of sound financial policy and efficient management are being evolved in the administration of public authority housing schemes. The problems of subsidised housing, for example, are being studied: there must obviously be a careful approach to the potential long-term commitment on public funds, particularly where aid from external sources such as the Colonial Development and Welfare Act is contemplated in the initial stages.

671. Information on methods of administration and building techniques is constantly exchanged between the territories. Mr. G. A. Atkinson, the Colonial Building Liaison Officer attached to the Building Research Station, Department of Scientific and Industrial Research, continued to maintain contact with nominated correspondents in the territories, as well as to advise the Colonial Office on technical questions. He toured the Caribbean area early in 1951 and visited Cyprus, Aden, and South-East Asia during the first four months of 1952. A conference of representatives of the West Indian territories was held in Barbados in June, 1951, under the chairmanship of the Building Development Adviser to the Comptroller for Development and Welfare. Informal discussions were held on colonial building problems in September, 1951, when many colonial architects and engineers attended the Building Research Congress in London.

672. International organisations have given much attention to the problem of low-cost housing in under-developed and tropical countries. The Housing and Town and Country Planning Division of the Social Affairs Department of the United Nations has sponsored a scheme for using Technical Assistance Funds to supply technical publications to Governments and other nominated institutions. The report of a mission which visited South and South-East Asia during 1950-51 was published and also a survey of housing problems with particular reference to the Caribbean.

673. In Northern Rhodesia over 5,000 permanent houses for Africans have been built in urban areas since 1947 under a plan to build 17,000 over a period of ten years. The Urban African Housing Ordinance 1948, which lays obligations on employers (or local authorities in the case of the unemployed), has been brought into operation in many areas. The Chilanga cement works began production in August, 1951, and they are to be extended. In Nyasaland, a Committee is investigating the problem of designing suitable standard African housing within the economic means of the territory. The Public Works Department built 400 houses, mainly for Africans, during 1951.

674. In Tanganyika a five-year programme of African housing in major townships at a total cost of over £1 million has been launched with Colonial Development and Welfare assistance. In association with local building firms experiments are being conducted to develop standard houses at low cost using a minimum of imported materials. In Zanzibar the Ngambo quarter is being rebuilt under the Protectorate's development plan. In Mauritius 50 wooden houses with felt roofs are being built similar to four prototypes built at a cost of approximately £100 each. The introduction of regulations laying down minimum housing standards in the Seychelles is under consideration.

675. In Nigeria progress has been made on the Apapa scheme under the Lagos Executive Development Board, but work on slum clearance has been delayed. The Gold Coast Government has allocated £2 million for loans to enable individuals to build their own homes. The loans are not to exceed 80 per cent of the estimated cost of building, with a maxima of £1,600, and are to be repaid

within 30 years. Converted emergency houses are being leased in Accra under rent-purchase arrangements. The monthly payment for a three-roomed house is £4 15s. 0d. over a period of 10 years, calculated on the terminal annuity system and including maintenance charges. In Sierra Leone the Fourah Bay planning area of Freetown has been prepared for development. Revised building regulations are under consideration.

676. In Aden, a Housing Committee, appointed in February, 1951, to enquire into the housing shortage in the colony, has recommended the construction of over 4,000 houses partly by public and partly by private enterprise. The report and its financial implications are being considered. Some 350 out of a total of 600 houses, for which provision has already been made in the colony's development plan, have been completed.

677. The Gibraltar Government's two main post-war housing schemes were completed during the year and accommodation was provided for over 500 families. There is still a considerable housing problem, and further schemes due for completion during 1952 will provide another 36 flats.

678. Details of the rehousing plans in Jamaica following the hurricane in August, 1951, are given in paragraph 208.

679. In St. Lucia the rebuilding of Castries following the fire in 1948 has been virtually completed. A plan for the development of Georgetown, British Guiana, has been approved. It provides for the expansion of the urban area and the zoning of land for industrial, commercial and residential use. Slums are being cleared and the people rehoused in new dwellings within the city. Land on the outskirts is being acquired for housing by the Government. Since the beginning of 1950, 2,300 houses have been built and another 1,000 improved in the rural areas. The Sugar Industry Welfare Fund is being used to finance improved housing on sugar estates. In Antigua most of the houses damaged in the 1950 hurricane have been repaired. A start has been made towards rebuilding the 1,400 houses destroyed with a pilot scheme for 200 dwellings; the main rebuilding programme is to be based on aided self-help methods.

680. In Singapore the volume of building, mainly through the Improvement Trust, is probably higher than in any other territory, but it is difficult to keep pace with the increase in population. The Trust has completed and now manages over 5,200 tenanted properties and a further 1,700 will soon be ready for occupation. In the central areas, they consist mainly of four-storey blocks of flats built of reinforced and aerated concrete. Elsewhere single storey terrace quarters for artisans are being built of precast concrete units with a floor area of 500 square feet at a cost of approximately £175 each. The housing is indirectly subsidised as Crown land is provided below market value; loans are given on favourable terms and a Government contribution is made to the administrative costs. Rents are fixed to cover the loan charges and by a system of rent rebates tenants benefit from savings effected in the cost of new building. The Manager of the Trust visited the United States and the West Indies during the year to study recent developments. Private building is being facilitated by loans from building societies in both Singapore and the Federation of Malaya. A Housing Trust was established in the Federation in July, 1951.

681. The housing shortage in Hong Kong is particularly acute as a result of the large influx of population. A large part of the colony's allocation of £1,000,000 from Colonial Development and Welfare funds is to be used on housing and the Government has established a development fund of nearly £1,000,000 to rehouse 2,500 families over a period of two years. Work has begun with a pilot scheme to build 370 flats through the Housing Society. This Society, which was formed in 1948 to provide houses on a suitable economic basis

for persons of small income, was incorporated during the year so that it may hold property. The revision of housing legislation and building regulations in the colony is under consideration.

682. In the Borneo territories progress has been made in rebuilding property devastated during the war and in replacing temporary structures erected in the immediate post-war period. The Government of Sarawak has provided loans for the rehabilitation of shop-houses.

683. Housing and other building development is undertaken to an increasing extent within the framework of plans and is subject to controls to ensure that modern standards of construction, site layout and planning are observed, so far as practicable, in both urban and rural areas. Plans have been prepared for most of the important centres. In most territories there is some form of planning legislation. During the year the Uganda legislation was revised to simplify the administrative arrangements for considering building and development plans; a Town and Country Planning Bill was introduced in Northern Rhodesia and referred to a select committee. A Slum Clearance and Housing Ordinance was enacted in Trinidad. Legislation is expected to be enacted in Sarawak during 1952.

684. In January, 1952, the town planning division of the Surveys Department in Tanganyika was reorganised as a separate department with 10 planning officers under a Chief Planning Officer. In North Borneo, a Central Town and Country Planning Board was appointed under the 1950 Ordinance.

**(i) Welfare of Colonial Students and Others in the United Kingdom**

685. There were 5,154 colonial students in the United Kingdom and the Irish Republic on the 1st January, 1952, of whom 1,313 held scholarships.

686. The British Council made arrangements for the reception of 2,391 students during the year and found permanent accommodation for 1,605 and temporary accommodation for 3,000. Six hundred and fifty students attended the British Council's vacation and introductory courses and over 600 enrolled as members of the Council's Centre for Overseas Students in London.

687. A newly formed Colonial Office Consultative Committee held its first meeting on the 28th November, 1951. It comprises representatives of the political parties in the United Kingdom, the heads of the main Colonial Students' Unions and representatives of London University and the National Union of Students as well as members of the Colonial Office and British Council staff.

688. The Gold Coast Government launched a scheme for the training of artisans and technicians in the United Kingdom which is administered from the Gold Coast Commissioner's Office in London. Thirty trainees arrived in January and others will be recruited from among Gold Coast people who are already in this country as well as from the Gold Coast itself.

689. An extension to Malaya Hall in London to increase the accommodation to 50 beds and to provide additional social facilities has been put in hand. For the time being there will be a substantial increase in the numbers of Malayan students as a result of the opening of a Malayan Teachers' Training College at Kirkby, near Liverpool, referred to in paragraph 537.

690. The British Council is acquiring a new building in Edinburgh to replace the present hostel. Negotiations are in hand for the extension of hostel facilities in London for men students and for the improvement of the women's hostel at Collingham Gardens.

691. It is estimated that over 2,000 migrants, mostly from Jamaica, entered the United Kingdom during the year in search of work and that the great majority found employment. The housing of these and other colonial workers provides a difficult problem but there was a marked decline in unemployment. The Political and Economic Planning Unit in London started work on a survey of colonial people in the United Kingdom to provide information about their conditions.

## CHAPTER VI

### RESEARCH AND SURVEYS

#### Research\*

692. Because of the need to husband the funds still available to finance research schemes under the Colonial Development and Welfare Acts the schemes made during the year show a marked decline both in number and total size on those made in recent years. Nearly 500 schemes have been made under the Acts since 1940, together with a large number of supplementary schemes, and at the end of the year the total net commitment against the £13 million which has been made available for research from the funds provided under the 1945 and 1950 Acts was about £9.94 million. The total sum paid out in respect of these schemes since 1940 is nearly £5½ million, of which about £1,231,000 was disbursed during the year under review.

693. *Colonial Research Service.*—Recommendations by Colonial Governments for the inclusion in the Colonial Research Service of over 60 specialist and research posts in Departments of Agriculture and Veterinary Services have been approved. During the year some 20 new appointments were made on Colonial Research Service terms and 15 Research Studentships were awarded to train candidates for research appointments.

694. *Agriculture, Animal Health and Forestry.*—The year 1951-52 was marked by progress towards the solution of a number of research problems of plant diseases of economic importance. It was easier than in previous years to recruit qualified staff although there were shortages of certain types of scientist.

695. In East Africa the new buildings for the East African Agriculture and Forestry Research Organisation at Muguga South, Kenya, were officially opened in May, 1951, by the Secretary of State (then Mr. Griffiths) and the research staff at Amani were transferred to the new laboratories. It is hoped that the laboratories and other buildings at Muguga North, needed by the East African Veterinary Research Organisation for research in the diseases of cattle and other animals in East Africa, will be completed in 1952. Funds have been made available for the erection of buildings to house the animal husbandry unit which will function as a joint responsibility of the two Organisations.

696. In Zanzibar the work of the team investigating the disease of cloves which threatened the industry with extinction is showing fruitful results. It is now confirmed that the death of young clove trees and the "die-back" of older clove trees is caused by a parasitic fungus and there is evidence that the cause of "sudden-death" disease is due to another fungus: it is expected that methods of control will be evolved and that the threat to the economy of the territory will eventually be overcome. During the investigations into clove disease the team determined the cause of a disease of coconuts and it is hoped that remedial measures will substantially increase the yield of coconuts in the Protectorate.

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\* A full account of the progress made in the various fields of research will be given in the Annual Report on Colonial Research, 1951-52.

697. The West African Cocoa Research Institute continued its investigations into the diseases and pests of cocoa, including the testing of systemic insecticides with a view to determining a method of controlling the mealybug vector of the "swollen-shoot" virus disease. This work shows promise of producing a method of applying an insecticide which will form a useful adjunct to the method of controlling the disease by the cutting-out of diseased trees.

698. A Colonial Development and Welfare research scheme was made to assist the cost of an investigation into the rust disease of maize, which in recent years has caused considerable losses in Nigeria.

699. In the West Indies work at the Imperial College of Tropical Agriculture continues on problems connected with the cultivation and control of diseases and pests of cocoa and bananas, and on the study of soils of the area. During the year a serious disease of sugarcane in British Guiana was reported and was investigated; it is expected that the disease will be brought under control by the prompt action taken.

700. Broad proposals for the establishment of a regional agricultural, animal husbandry and forestry research centre, based on the Imperial College of Tropical Agriculture, have been considered and endorsed by the Committee for Colonial Agricultural, Animal Health and Forestry Research and the Governing Body of the Imperial College, and have been referred to the West Indian Governments for consideration.

701. Mr. D. W. Hall was appointed Colonial Liaison Officer at the Pest Infestation Laboratory of the Department of Scientific and Industrial Research. He took up his duties in November and in January, 1952, began a tour of Kenya, Uganda, Tanganyika and Zanzibar to establish personal contact with scientists engaged on pest infestation control and research.

702. Dr. G. A. C. Herklots, Secretary for Colonial Agricultural Research, attended the British Commonwealth Scientific Conference in Australia, and on his journey to and from the Conference visited Hong Kong, Singapore, the Federation of Malaya and Fiji.

703. Dr. Herbert Greene, Adviser on Tropical Soils at the Rothamsted Experimental Station, visited territories in South-East Asia and the Western Pacific to establish personal contacts with soil scientists and to advise on soil problems of concern to the various Departments of Agriculture.

704. American scientists recruited through the United States Economic Co-operation Administration investigated the feasibility of rice production in the Kafue flats area of Northern Rhodesia, the breeding of maize and sorghums in Nigeria, and the control of ticks affecting livestock in Northern Rhodesia. Unfortunately, several other proposals for investigations by American scientists had to be abandoned because of the shortage of trained scientific staff in the United States available for this work.

705. A pool of entomologists has been established at the Commonwealth Institute of Entomology for work on colonial problems. It is intended that the officers of the pool should primarily assist colonial territories which have not got a specialist entomologist on the staff of their Agricultural Departments. Two officers have been recruited, one of whom has begun an investigation into the infestation of coconuts in the Seychelles. A pool of plant pathologists is being formed at the Commonwealth Mycological Institute.

706. The colonial agricultural research studentship schemes are now beginning to supply a number of young research workers. Two stored products research students have been appointed to serve in Nyasaland and Kenya respectively, and four soil science research students have gone to Fiji, Nigeria, Northern Rhodesia and Basutoland.



707. *Building and Road Research.*—Visits were paid during the year by the Building Research Liaison Officer (Mr. G. A. Atkinson) to the Caribbean and the South-East Asian territories, and by the Road Research Liaison Officer (Mr. H. W. W. Pollitt) to the Central African territories.

708. A Director of the projected West African Building Research Organisation was appointed.

709. *Fisheries Research.*—At the West African Fisheries Research Institute the *Cape St. Mary*, a newly built well-equipped research vessel, has carried out a number of exploratory cruises, during which 200 species of fish have been identified and a start made on observations on their habits, distribution and growth. Two 28-ft. purse seine motor boats have started a programme of inshore trawling, fishing for pelagic species and fish trapping.

710. The East African Fisheries Research Organisation at Jinja, Lake Victoria, is engaged in a programme of research with the immediate object of discovering the principal factors determining the density of the fish populations of the various lakes. The importance of diatoms in the economy of the lakes has been demonstrated. *Tilapia* feed directly on phytoplankton but it has been found that they digest only the diatoms. Many molluscs and insect larvae which are eaten by fish depend also on diatoms for their food. It appears that few organisms can digest algae other than diatoms; thus the fertility of the inland waters of Africa can be measured to a considerable extent in terms of diatom production. The chemical analysis of water from many sources has added to the Organisation's knowledge of the factors controlling such production. The importance has been established of Chironomid larvae as food for *Mormyrus*, *Haplochromis* and the young of many fish, and progress has been made on the life histories of these insects. Considerable light has been thrown on the problem of the growth rate and sexual periodicity of fish living in tropical waters. The sexual cycle is determined more by the internal physiological rhythm of the fish than by the external environment. This contrasts with conditions in temperate zones. *Tilapia*, given satisfactory conditions and an adequate supply of food (diatoms), grow rapidly until they reach sexual maturity in from eight to eleven months. Growth subsequently is relatively slow. Data collected on the growth rate of immature fish provide an explanation for the great variability in density and modal size of *Tilapia* populations in East African waters including dams and fish-farms.

711. The East African Marine Fisheries Research Organisation, Zanzibar, started work with their research vessel in May, 1951. Up to January, 1952, the vessel had completed 13 cruises of from one to five days' duration. It appears from the results obtained so far that the pelagic fishes haunt the edges of the shallow marginal waters, although there was also a slight indication of migratory movement. Fifteen species were represented in the catches, *Caranx sexfasciatus* being the most numerous species as well as accounting for more than half of the total weight.

712. Two biologists of the Northern Rhodesia-Nyasaland Joint Fisheries Research Organisation have started research on the fishes of Lake Bangweulu, and investigations will be extended to Lake Nyasa as soon as staff is available.

713. Directors have been appointed to the research stations at Penang (for fish farming) and Singapore (for marine research). These two stations should start work in 1952.

714. The Fisheries Research Station at Hong Kong is managed by the Department of Zoology of Hong Kong University. Plans for a small research vessel have been submitted for approval.

715. *Research sponsored by the Colonial Products Research Council.*—Important work on sugar, described in Cmd. 8243, paragraphs 745 and 746, continues at the

Sugar Technology Laboratory at the Imperial College of Tropical Agriculture in Trinidad and at the University of Birmingham.

716. The experimental plant at the Forest Products Research Laboratory, Princes Risborough, designed for the study of colonial secondary timbers, is now in operation. The preliminary experiments with the plant have been carried out with Wallaba wood from British Guiana and three Malayan timbers will shortly be studied. Extensive investigations on the constituents of colonial timbers are in progress under Professor F. E. King at the University of Nottingham.

717. In collaboration with a firm in this country the Colonial Microbiological Research Institute is engaged in an important study of the cultivation of a yeast having a high sterol content. This is a new study and it is too early to decide whether it will lead to the development of a new colonial industry.

718. With the assistance of Dr. L. A. Jordan, Director of the Paint Research Station, a quantity of the oil from the seeds of *Tetracarpidium conophorum* received from Nigeria has been successfully processed and the oil will be distributed for technical trial by firms engaged in the paint industry.

719. Information on the 1951 soft fibre experiments in Nigeria is given in paragraph 318.

720. *Colonial Products Advisory Bureau.*—During the year 801 enquiries were dealt with and 82 laboratory investigations completed with the object of developing and improving sources of industrial raw materials, of plant and animal origin, in colonial territories. The following are examples of the work carried out during the year.

721. A new material, *Lippia carvioidora*, from the Somaliland Protectorate was investigated as a source of essential oil. On distillation, it gave a high yield of an oil with promising characters for flavouring and perfumery purposes, which should find ready commercial application. The Bureau played an important part in the investigations which have led to the decision to set up a distilled lime oil industry in Zanzibar. A series of experimental distillations was begun to ascertain the conditions under which cinnamon bark oil of acceptable quality can be produced in the Seychelles. The gum arabic available in the Somaliland Protectorate was surveyed, in order to determine whether suitable gum from this source can be marketed for confectionery purposes: the results so far are not fully satisfactory. Damar and copal from North Borneo were fully examined for their market values. The copal, which proved to be of the Manila type, would meet with a good demand in the United Kingdom, but the damars were of low value. As a result of recommendations made by the Bureau, a trial commercial consignment of copal from the Gold Coast was recently purchased by a firm on the Bureau's Consultative Committee on Gums and Resins. The factory performance of the material was considered to be satisfactory, and a good market exists for this product.

722. Two species of the tropical hardwood *Brachystegia* from Tanganyika were submitted to chemical and technical trials as a source of paper pulp and rayon cellulose. Results so far obtained indicate the wood to be of low value for these purposes. Preliminary work on the nature of the ultimate fibres of three other timbers from East Africa has been carried out in the search for satisfactory paper-making materials. Work continued in connection with international methods for the evaluation of pyrethrum, and research was also carried out on standard dilute solutions of pyrethrum for biological assays, and on the storage performance of the flowers in powder form. Work on three new vegetable insecticides, chemical and biological, was begun in conjunction with Rothamsted. A member of the staff visited the United States to study the pyrethrum-consuming industry in that country, the chief market for Kenya flowers, with the particular purpose of estimating future requirements.

723. Various local types of barley from Cyprus were examined and submitted to malting tests in conjunction with a firm of maltsters. The relative values of the barleys for export were determined. Selected samples of Sierra Leone ginger were reported on with a view to developing superior strains. Tobacco samples from Nyasaland, British Honduras, Aden Protectorate and Cyprus were evaluated for the United Kingdom and other markets. Fish meal from Sierra Leone proved on examination to have a high salt content, though otherwise of good composition; this product would be very suitable as an animal feeding stuff in the United Kingdom if the amount of saline constituent were reduced. The same applies to a sample of fish meal from Uganda. The question of producing groundnuts with properties and composition most suited for the manufacture of protein fibre is being studied in conjunction with the trade concerned, and a member of the Bureau's staff visited West Africa to survey the varieties available, the methods of preparation and the lines on which the desired standard of production might be effected. Numerous samples of the local produce were selected for analysis and evaluation at the Bureau. A comprehensive study was made of the market for citrus fruit and products in the United Kingdom, with a view to developing citrus industries in colonial territories. The market for shark products was surveyed, together with methods of preparation. The possibilities of papain production in a number of territories were considered. Several statements on crop production were prepared for the information of official departments in various territories.

724. The survey of fibres from colonial territories was continued to ascertain whether substitutes for jute could be produced as alternatives to the Indian-grown product and numerous samples were examined in conjunction with the British Jute Trade Research Association. Of the materials investigated *Urena lobata* has the most promising fibre characteristics. A member of the Bureau staff again took part in this year's harvesting trials carried out in Nigeria with Hibiscus. The object of these experiments is to devise mechanical methods of harvesting and handling stem-fibre plants, and to establish suitable methods of storage. Research work continued on the characteristics of the lesser-known fibres in order to establish methods of identification. Samples of Manila hemp grown in Malaya were examined; the good results confirm earlier experiments and spinning trials with a large consignment are indicated. The establishment of a local silk-producing industry in Nigeria was considered and reported on.

725. The Consultative Committees, composed chiefly of industrial and trade representatives, which advise the Bureau on the use of colonial raw materials in industry, were active during the year. At the suggestion of the Committee on Hides and Skins, an investigation was carried out to determine whether goat skins which had been dried over a line, a method now being introduced in East Africa on a wider basis, suffered any damage by cracking along the fold-line, when baled under pressure. Six thousand skins were handled by three tanneries in the United Kingdom, and examined at various stages of working. The results showed that no cracking had occurred under the conditions of the trial, which were generally humid as regards climate. In order to determine the value on this market of Basutoland cattle hides prepared by improved methods, a small consignment of suspension-dried hides was examined and tanned. The results showed the hides to be of very good marketable quality. With the advice and assistance of the Committee on Essential Oils, a handbook on distillation stills for essential oils and a specification of a prototype still have been produced. This Committee has recommended that the possibilities of establishing a rosin and turpentine industry in British Honduras, based on Slash Pine (*Pinus caribaea*) should be investigated. On the advice of the Committee on Tanning Materials, a study has been made of the resources of colonial areas in tanning materials other than those in general use, with a view to discovering new materials with suitable properties. Attention has also been given to the prospects of producing in colonial countries materials at present of foreign origin.

726. *Medical Research.*—Investigations of insect-borne diseases have continued in many colonial territories. Foremost amongst these have been those relating to malaria in East and West Africa, Jamaica, Trinidad, Malaya, North Borneo and Brunei designed variously to elucidate transmission, the relative place in prophylaxis of the new insecticides and synthetic drugs, and the practicability of naturalistic methods of control. Particular attention has been given to rural malaria, especially to areas of high endemicity. The specific precipitin sera prepared by the Lister Institute for the identification of the blood-meals of insects have been increasingly and effectively used by malariologists and tsetse investigators. Attempts further to refine the specificity of the sera continue in East Africa and London.

727. Helminthic infestations under investigation are filariasis in Tanganyika and the Gambia, and loiasis and dracontiasis in Nigeria and the Cameroons, especially problems of ecology and chemotherapy; many interesting leads to further work have emerged. Research on scrub-typhus continues in Malaya, reinforced by the co-operation of a research unit of the United States Army. A related field expedition by the British and American scientists obtained notable findings in North Borneo; material secured is being sifted at Kuala Lumpur. Tests on leech-repellents in North Borneo augur well.

728. Field-studies of the tick-borne relapsing fever prevalent in East Africa have continued in Kenya. They have shown it to be a social disease, bound up with the customs and traditions of the African peasant, especially those pertaining to housing. Guidance in new construction should materially diminish the hazard of transmission. Another promising counter-measure, the use of the insecticide gammexane, has emerged from this enquiry; and, based on it, the Medical Department of Kenya has initiated a large-scale experimental measure of control.

729. Physiological problems are being studied in Uganda and Nigeria. In Uganda biochemical investigations continue relating to nutrition in different social groups, and are being correlated with corresponding investigations of the anaemias. In Nigeria the physiology of hot climates and the problem of acclimatisation, and their important bearing on housing and conditions of labour in mines, are being studied. Detailed investigations were made at the Ashanti Gold Fields at Obuasi, Gold Coast, and the findings were presented to the Secretary of State and the Colonial Medical Research Committee early in 1952.

730. The activities of the Virus Research Institutes at Entebbe, Uganda, and Lagos, Nigeria, are primarily concentrated on yellow fever, and on viruses isolated during the investigation of that fever. Investigations of the Rickettsial diseases of man, and of poliomyelitis, have also been made. A field unit from the Entebbe Institute has recently made an immunity survey in the Western Province of Uganda to ascertain the persistence of immunity following vaccination with the standard 17 D vaccine. As part of a scheme sponsored by the World Health Organisation it is contributing towards the delineation of the southernmost boundary of yellow fever in Africa. The circumstances of the occurrence of a case of yellow fever in western Uganda are now being clarified on the spot by a field unit.

731. At the Lagos Institute activities of a broadly similar nature have continued. Outbreaks of yellow fever in eastern Nigeria and in the Gold Coast called for prompt action, and a field laboratory was despatched to each area for the identification and study of the virus and vector. Assessment of the practicability of anti-yellow fever vaccination by the scratch-technique continues at both Institutes.

732. Leprosy is being investigated in Malaya and Nigeria, in particular the histology of nerve lesions, chemotherapy and the efficacy of the sulphone group of drugs.

733. The East African Medical Survey has continued its investigation of the incidence of disease and nutritional defects, the assessment of their relative importance, and the collection of vital statistics, in areas bordering the southern end

of Lake Victoria and nearby islands. Pilot schemes of control or eradication will follow. A laboratory in charge of a pathologist now affords added facilities.

734. The Field Research Station at Fajara, in the Gambia, has continued its investigation of nutritional causes of ill-health amongst the rural African population, both in the laboratory and in the field. Laboratory aspects are also investigated at the Unit's headquarters at the Medical Research Council's laboratories in London.

735. During the year Standing Advisory Committees for Medical Research were established in East and West Africa with the object of co-ordinating medical research in each area and of strengthening the links with the Colonial Medical Research Committee and research organisations in the United Kingdom. The first meetings of the two Committees were held in Nairobi in March, and in Ibadan in April, 1952. The West African Committee had before it the report of a survey of medical research in West Africa which had been undertaken by Colonel H. W. Mulligan, Director of the West African Institute for Trypanosomiasis Research, so that the Committee's work might be founded on a detailed and up-to-date assessment of the existing position.

736. *Insecticides*.—The field and laboratory studies in Africa, Mauritius and the United Kingdom have continued on the lines reported previously.

737. In Mauritius the experiment in malaria eradication progresses satisfactorily. Antilarval measures have been started and first results are promising. A new D.D.T. formulation is being used for the treatment of houses and is proving economical and effective. Special studies, designed to contribute towards the early eradication of the second vector (*A. gambiae*) are under way. Malaria transmission has virtually ceased on the island.

738. In Africa studies on the residual spraying of native huts have shown that D.D.T. is not, as had been concluded from some earlier researches, ineffective against one of the chief malaria vectors (*A. gambiae*). In fact, in suitable formulation it is a very useful insecticide. But it is not as toxic to mosquitos as similar formulations of Benzine Hexachloride and neither of these is as toxic as Dieldrin (which may not yet be used on a large scale because of its suspected toxicity to mammals). Tests of larvicides have also shown Dieldrin to be very toxic to mosquitos.

739. In Malaya, where *A. maculatus* is the chief malaria vector, early results of the field experiment in the use of residual spraying indicate that both D.D.T. and B.H.C. wettable powders were instrumental in reducing malaria parasite rates considerably and satisfactorily in the first year of the experiment.

740. Researches conducted in the United Kingdom and connected with these field experiments show that residual deposits on certain types of dried red mud used for houses in Africa and Jamaica are not only rapidly absorbed but rendered ineffective by a chemical reaction with a constituent (probably iron oxide) in the mud. Studies designed to show the mechanism by which residual insecticide deposits are picked up by insects and penetrate their cuticles continue satisfactorily.

741. Work on the production of insecticidal coatings for use in better class houses, ships and aircraft has reached the stage of "field" experiments in ships. Several ships have had galleys, pantries and certain quarters treated and it is reported from Singapore that the treatment has been strikingly successful in eliminating cockroaches and other insects.

742. In Tanganyika the experiment of air spraying a 15-square-mile block of bush infested with tsetse flies resulted in kills of 98.6 per cent. of *G. morsitans*, 95.6 per cent of *G. swynnertoni* and 99.9 per cent of *G. pallidipes*. There was little or no recovery of these flies over a period of nine months after the spraying. A further experiment is proceeding in the total elimination of tsetse flies by air spraying, supplemented by ground application of insecticides where necessary.

743. These field experiments are being helped by more fundamental research in Africa on the influence of atmospheric conditions on spray particles and in England on the behaviour of deposits applied to vegetation. Considerable effort is also being made to improve aircraft spraying equipment.

744. In the agricultural field help is still being given to Uganda and Kenya, and a proposal is being considered to provide more staff and equipment for work on insecticides to control agricultural and animal pests.

745. *Locusts*.—The International Red Locust Control Service based on Abercorn, Northern Rhodesia, has concentrated its research work mainly on a survey of the flora and vegetation of the outbreak areas. Experiments in progress are designed to find out whether the ecological conditions of the outbreak areas can be changed so as to make them unfavourable for locust swarming. Tests of new machinery for locust control have also been carried out.

746. The annual session of the Provisional International Council for the Control of the African Migratory Locust, held at Lagos on the 6th–9th July, 1951, stressed the need for developing research on the causes of outbreaks. A research mission, led by Mr. J. T. Davey, Government Entomologist of Nigeria, is carrying out ecological investigations with this aim in view.

747. Research work by the Desert Locust Survey covers surveys of suspected areas in Arabia, detailed investigations on ecological and microclimatic conditions in outbreak areas, behaviour of locust swarms in relation to weather, and swarm migrations in relation to synoptic meteorology.

748. The problem of the Moroccan Locust in Cyprus is being investigated in detail by a research team, consisting of a plant ecologist and an entomologist. The results of preliminary investigations carried out by a temporary team in 1950 were published by the Anti-Locust Research Centre in London.

749. The activities of the Anti-Locust Research Centre included field investigations on locust flight and on machinery and insecticides for locust control, as well as laboratory investigations on phase variation and fertility of locusts, acceptability of various bait materials, behaviour of hoppers, and physiology of locust flight, to mention only a few problems. Four bulletins dealing with locust research have been published, and over 300 abstracts of current literature on locusts and grasshoppers circulated to those engaged in research.

750. *Tsetse Fly and Trypanosomiasis*.—At both the East African Tsetse and Trypanosomiasis Research and Reclamation Organisation and the West African Institute for Trypanosomiasis Research the work of fundamental research into human and animal trypanosomiasis and the vector of the disease has been continued and expanded. At the same time the territorial departments have made valuable progress in their campaigns of tsetse eradication. The Tsetse Fly and Trypanosomiasis Committee has continued to play an important part in advising upon the co-ordination of these various measures and in recommending how best the funds available to finance research may be utilised.

751. Dr. H. M. O. Lester, the Director of E.A.T.T.R.R.O. since its inception in 1948, has been appointed Director of Medical Services, Federation of Malaya. Dr. Lester leaves the organisation at a time when some of the plans which he has drawn up have still to be put into effect, but the benefits to be derived from the inter-territorial organisation of research and control in this field are already apparent. An important development this year has been the formulation of plans for three pilot schemes of practical reclamation, one in each of the mainland territories. These schemes, which are to be financed by a grant of £200,000 from Colonial Development and Welfare funds, are all designed to clear new land which will provide a most valuable addition to the grazing and stock-raising areas of East Africa. The East African Governments have agreed to undertake certain complementary

clearing work and it will be their responsibility to ensure that the best use is made of the areas cleared.

752. In the sphere of chemotherapy field trials have continued with the melaminyl compounds introduced into the treatment of the disease by Dr. E. A. H. Friedheim and further steps have been taken to ensure the proper standardisation of these compounds. Dr. E. M. Lourie, of the Department of Pharmacology, University of Oxford, has announced the discovery of a new chemotherapeutic agent for use against *T. congolense* in cattle. Tests with this substance, at present known as "528", are to commence shortly in East and West Africa. A series of field trials with antrycide has recently been completed in East Africa; they have led to a number of important conclusions, including the warning that by its misuse there are dangers of disseminating drug-fast trypanosomes from which the consequences may be serious. It is now established that antrycide acts not as a prophylactic but as a suppressive.

753. The third meeting of the International Scientific Committee for Trypanosomiasis Research took place at Bobo Dioulasso in French West Africa in June, 1951, under the chairmanship of Colonel H. W. Mulligan, Director of the West African Institute for Trypanosomiasis Research. At the invitation of the Portuguese Government, a further meeting is to be held towards the end of 1952, probably in Lourenco Marques. There is ample evidence that these meetings provide a valuable opportunity for the exchange of information over the whole field of tsetse and trypanosomiasis research.

754. *Social Sciences*.—During the year the Institutes of Social and Economic Research in the West Indies, East and West Africa virtually completed their building programmes and are now adequately staffed. The West African Institute of Social and Economic Research, Ibadan, was engaged in a study of banking and credit. A member of its staff was attached to the Colonial Film Unit to study the reactions of African cinema audiences. The West Indies Institute was engaged in studies of consumption patterns. The Rhodes-Livingstone Institute is methodically pursuing its seven-year plan of work. During the year it issued a symposium on the tribes of British Central Africa and continued to publish material of high quality. Following Dr. Elizabeth Colson's resignation on health grounds, Dr. J. C. Mitchell was appointed Director.

755. The East African Institute completed its field investigations in connection with the survey of migrant labour in Uganda and the urban survey of Jinja. Ethnographic work as a basis for synoptic studies of indigenous political systems continue. Members of the Institute were the guests of the Institut de la Recherche Scientifique en Afrique Centrale at Astrida, Ruanda Urundi, during the summer for a conference, at which valuable exchanges of information took place. In addition to directing the work of the Institute, Dr. Audrey Richards supervises the field work of several anthropologists in East Africa.

756. The grants made on the recommendation of the Colonial Social Science Research Council to the International African Institute have resulted in the publication of several parts of the Ethnographic Survey of Africa and the first volume of the Handbook of African Languages. The African Marriage Survey, which is financed from Colonial Development and Welfare and Carnegie Corporation funds, is virtually complete and the first volumes are in the press.

757. Field work completed during the year included a survey of Islamic law in Africa, a socio-economic survey in Sierra Leone, ethnographic work among the Karamojong cluster, studies of the Iban, Melanau and Dyaks of Sarawak, and sociological studies in Singapore.

758. *Economic Research*.—Investigations carried out in previous years were being written up during the year and most were near completion. The Nigerian national income study, which is being carried out under the direction of the Depart-

ment of Applied Economics at Cambridge, promises to combine administrative utility with great theoretical interest. The difficulty continues of recruiting economists on short-term contracts for special investigations in the colonial territories.

## Surveys

### *Geodetic and Topographical Surveys*

759. The Directorate of Colonial (Geodetic and Topographic) Surveys moved into new Headquarters at Tolworth in June. Progress in the recruitment of field survey staff has been somewhat slow, but the cartographic establishment has been brought up to strength by recruiting direct from schools.

760. One party of field surveyors, including three Americans recruited by the Economic Co-operation Administration, has been engaged upon geodetic triangulation. This party has reconnoitred, beaconed and observed a chain of triangles from eastern Uganda (near Mount Elgon) down the east side of Lake Victoria to Tanganyika. In addition a base was measured near Kisumu. Geodetic triangulation has continued in Basutoland and most of the southern half of the territory has also been covered with secondary triangulation. Secondary and minor triangulation and fixation of control for mapping from air-photographs has also continued in Kenya (areas of forestry and geological interest, also an area where radar accuracy is being tested), Tanganyika and Northern Rhodesia (areas concerned in the proposed rail-link, in the Copper Belt and for Red Locust control). Work has continued, mainly astronomical fixes, in British Guiana. A party moved to the Gold Coast and recommenced work in the Volta River area in April, 1951. One surveyor is at work in St. Vincent.

761. The Royal Air Force continued air-photography in Central and East Africa. Less spectacular progress was made this season since the programme consisted mainly of gap filling in areas where weather is usually bad. R.A.F. photography also continued in Malaya, North Borneo and Sarawak. Commercial contracts were placed for air-photography in Fiji, Bechuanaland and the Gold Coast.

762. Mapping has been continued under pressure though the move in June caused a temporary set-back in production. Preliminary plots have been published at scale 1:50,000 covering areas in Uganda, Kenya, Tanganyika, Nyasaland, Northern Rhodesia, Basutoland, Swaziland and North Borneo. Maps at large scales have been published of town areas in North Borneo and Sierra Leone. Planimetric mapping of Mauritius has been completed at scale 1:25,000 and the maps are now being printed. Preliminary work has commenced on large areas in Nigeria, British Guiana, Somaliland and the Gold Coast. Small-scale mapping has continued in the Falkland Islands Dependencies and a number of miscellaneous maps for special purposes has also been produced. Drawing and publication of maps for the Directorate of Colonial Geological Surveys is now an established practice.

763. In July, 1951, a Commonwealth Survey Officers' Conference was held at the headquarters of the Royal Institution of Chartered Surveyors in London, when over 150 representatives from the Commonwealth countries, including several from colonial territories, met to discuss technical questions of mutual interest. Observers were present from the United States of America, France and the Sudan.

### *Geological Surveys*

764. The planned expansion of the Colonial Geological Surveys is now nearly complete and the strength of the overseas scientific staff was 180 on the 31st December, 1951, compared with 58 in 1947. In addition, valuable help was given by American and Canadian geologists, chemists and mining engineers under an Economic Co-operation Administration scheme to the Geological Surveys of



Nigeria, Gold Coast, Sierra Leone, Uganda, Kenya, Tanganyika, Nyasaland and British Guiana.

765. The increase in staff in most Geological Surveys has enabled a corresponding increase to be made in the total area geologically mapped during the year, and continued progress has also been made in the investigation of mineral deposits. There are indications that two new gold ore bodies have been found by the Gold Coast Geological Survey in the Prestea goldfield, and a promising gold-bearing quartz vein has been found in the Tonkolili District of Sierra Leone. Research continues on the problem of economically producing columbium minerals, iron ore and apatite from the soils surrounding the Sukulu carbonatite ring-structure in Uganda. An extensive new deposit of graphite is being investigated in Kenya, where there are also possibilities of increasing the production of kyanite. Good progress is being made in the examination of coalfields in Tanganyika. The activities of the new Bechuanaland Geological Survey have already led to the export of kyanite and asbestos, and a geophysical examination has been made of the old Bushman Copper Mine; an investigation of coal, iron ore and other minerals is in hand. Swaziland produced valuable amounts of asbestos, gold, cassiterite and barytes. There is now a definite prospect of producing columbite from the Morabisi area of British Guiana. In several territories the raw materials for cement manufacture have been proved, and geological work has been undertaken in connection with great engineering schemes, for example, the dams on the Volta (Gold Coast), at Owen Falls (Uganda) and at Klang Gate (Malaya); geophysical methods and the use of aerial photographs continue to afford help in geological investigation. Much successful work was done in finding water supplies.

766. The growing interest taken by the universities in colonial geology is manifested in practical and useful ways. Professor W. Q. Kennedy of the University of Leeds with Dr. R. B. McConnell of the Uganda Geological Survey led a scientific expedition to the Ruwenzori Mountains, and the party included other geologists from the University of Leeds and one from Oxford. A second expedition to Ruwenzori is planned for this year. Leeds University is also investigating the amount of columbium in the bauxite of Mlanje, Nyasaland. Professor C. E. Tilley, Head of the Department of Petrology and Mineralogy, Cambridge, spent two months in Nyasaland examining occurrences of corundum and other minerals, and one of his staff spent some weeks on Ascension Island investigating the deep sub-oceanic rock fragments which have been brought up by volcanic eruptions. A member of the staff of St. Andrew's University is going to do petrological work on rocks from British Guiana. Professor C. E. Marshall of Sydney University led a party of geologists in the British Solomon Islands. A geologist from Cape Town University collected specimens in Bechuanaland and Swaziland with a view to doing research in the United States on their age by the method of spectrographic determination of isotopes. A student from Cape Town plans to do research in Jamaica, and another from Johannesburg proposes to work similarly in Swaziland. A student from the Royal School of Mines, London, was employed in Uganda by the Geological Survey for the period of his long vacation.

767. Work carried out by the Photogeological Section of the Directorate of Colonial Geological Surveys included the making of a reconnaissance photogeological map of 3,500 square miles of western Sarawak on a scale of two miles to an inch. A further area of 10,000 square miles is to be examined. Work was done also for the Solomon Islands Protectorate, Uganda, Nyasaland, Tanganyika, Bechuanaland and Northern Rhodesia.

768. The Mineral Resources Division of the Directorate continued its investigations on samples received from colonial territories, dealt with a large number of technical enquiries, published numbers of its quarterly bulletin *Colonial Geology and Mineral Resources*, and prepared an Annual Summary of Mineral Statistics and publications on various minerals.

CHAPTER VII  
INTERNATIONAL RELATIONS

(a) United Nations Activities

769. Three United Nations bodies deal specifically with colonial affairs--the Trusteeship Council, the Committee on Information from Non-Self-Governing Territories and the Fourth Committee of the General Assembly.

*Trusteeship Council*

770. The Ninth Session of the Council was held at Flushing Meadow, New York, from the 5th June to the 30th July, 1951. The United Kingdom Permanent Representative to the Trusteeship Council, Sir Alan Burns, was elected President for the forthcoming year and the United Kingdom seat was therefore taken by Mr. W. A. C. Mathieson, who was assisted during consideration of the annual reports of and petitions from the British African trust territories by Mr. J. E. S. Lamb, Brigadier E. J. Gibbons, and Mr. D. S. Sutherland, Special Representatives for Tanganyika, the British Cameroons and British Togoland respectively

771. The Council worked efficiently and usually in an atmosphere of cordiality. Italy, as the Administering Authority for the new Trust Territory of Somalia, was represented for the first time, although, since she is not a Member of the United Nations, her representative had no vote. The Council's main work consisted of the examination of the report on the first nine months of administration in Italian Somaliland and the reports on the six other African trust territories for two separate years, 1949 and 1950. Particular interest was shown in the new Gold Coast constitution from the point of view of its application to British Togoland. The Council also devoted much attention to the Ewe question which has been before the United Nations since 1947. The Ewes are a tribe living in the south-east region of the Gold Coast and in the south of British and French Togoland. Certain sections of the tribe have expressed a desire for unification which has attracted considerable attention in the United Nations. An Anglo-French memorandum on the Ewe question was presented to the Council at this session announcing the intention of Britain and France to set up a Joint Council composed of representatives from Togoland under French administration and Togoland under British administration to advise the two Governments on matters of common concern to the people of the territories. The Council, which also heard petitioners from the two Togolands, passed a resolution endorsing the Anglo-French proposals and urging all sections of the population in the two territories to co-operate in the establishment and operation of the Joint Council.

772. The *ad hoc* Committee on Petitions which met during the session assisted the Council in dealing with more than a hundred petitions from the African territories including 44 relating to the Ewe problem. The Rural Economic Development Committee, set up at the Eighth Session, continued to collect material on the subject of land tenure, utilisation and alienation. The preliminary report of the Committee set up to examine the general procedures of the Council made recommendations for the dates of submission of annual reports and for dealing with questions on those reports.

773. The Council drew up broad terms of reference for its visiting mission to East Africa, adding a request that the mission should examine on the spot, in consultation with the Administering Authorities, the quantity and quality of the material about the United Nations being disseminated in the territories. The mission, consisting of Prince Kridakon of Thailand, Mr. W. I. Cargo of the United States, and Mr. G. R. Laking of New Zealand, under the chairmanship

of Dr. E. de Marchena of the Dominican Republic, spent about 10 weeks from September to November, 1951, visiting Ruanda-Urundi, Tanganyika and the Trust Territory of Somaliland under Italian administration. Its report was published early in 1952 and displayed a real appreciation of the problems existing in Tanganyika and of the conditions affecting their solution.

774. The Tenth Session was held at the new permanent headquarters of the United Nations at Manhattan, New York, from the 27th February to the 1st April, 1952. Mr. Mathieson again took the United Kingdom seat and the United Kingdom Permanent Representative, Sir Alan Burns, continued as President of the Council.

775. The Council's main work was the examination of the reports on Western Samoa for April to December, 1950, and on New Guinea, Nauru and the Trust Territory of the Pacific Islands for the year ended June, 1951. The Special Representatives of New Zealand, Australia and the United States assisted. The revision of the Provisional Questionnaire upon which annual reports are based was completed and referred to the Administering Authorities for comments before the Eleventh Session. Preliminary arrangements for the next visiting mission to West Africa were made. The mission, composed of representatives of Australia, Belgium, China, and El Salvador, will visit British and French Togoland and the Cameroons for some two months in September, 1952, and will report on the Ewe and Togoland unification problem in addition to its normal survey of conditions in the territories. The Ewe Report will be examined at a special meeting of the Trusteeship Council to be held not later than the 7th November, 1952.

776. To assist the Council in the examination of petitions concerning trust territories, a Standing Committee on Petitions was set up. This Committee may meet before as well as during sessions of the Council to give preliminary consideration to petitions and to make substantive recommendations to the Council as to the action which might be taken on them. A special sub-committee was set up to report to the Eleventh Session on the possibility of associating the inhabitants of the trust territories more closely in the work of the Council. The Committees on Rural Economic Development and Administrative Unions also continued their studies.

*Committee on Information from Non-Self-Governing Territories*

777. The Committee on Information from Non-Self-Governing Territories met in Geneva from the 2nd to the 27th October, 1951, the United Kingdom being represented by Mr. Mathieson, assisted by Mr. J. E. Leyden, Colonial Office Economic Liaison Officer for East and Central Africa.

778. The Committee spent most of its time studying economic conditions and problems of economic development in non-self-governing territories, and produced a report on this subject. In accordance with the policy described in paragraph 826 of Cmd. 8243, the United Kingdom delegation co-operated fully with the Committee in this study, and provided it with a wealth of information in addition to that transmitted under Article 73(e) of the Charter.

779. With the help of the detailed comments of the administering members including the United Kingdom, and of a sub-committee which met a few days before its session opened, the Committee adopted a revised version of the Standard Form upon which the administering members base their transmission to the Secretary-General of information on economic, social and educational conditions in non-self-governing territories in accordance with Article 73(e) of the Charter. The United Kingdom failed to secure acceptance of a proposal, designed to relieve the strain placed upon Colonial Secretariats by the preparation of these elaborate annual returns, that the smaller territories should transmit this information only once in three years.

780. The Committee also drew up a list of factors to be taken into account in deciding whether a territory is or is not one whose peoples have not yet attained a full measure of self-government.

*Sixth Session of the General Assembly*

781. The Fourth Committee of the General Assembly met between November, 1951, and January, 1952. The United Kingdom was represented for the discussion of trust and non-self-governing territory items by Sir Alan Burns, assisted by Mr. Mathieson.

782. The atmosphere for the discussion of the Report of the Committee on Information from Non-Self-Governing Territories and the Report of the Trusteeship Council was marred at the outset by heated debates on the South-West Africa question. The South African delegation refused to participate in the proceedings of the Committee in protest against an unconstitutional decision to hear petitioners from the Herero tribe in South-West Africa. The French delegation also temporarily left the Committee on a point of order over the discussion of political affairs in Morocco. Eventually, most members realised that the tension created by such incidents could not fail to jeopardise any useful work which the Committee might perform and, after the first two weeks of the session, it settled down to work in the spirit suggested by the United Kingdom delegate (Sir Alan Burns) in his opening speech:

“We are not here to conduct warfare against each other, member against member, nor to seek tactical victories over each other, but to consider by our discussions and by using our knowledge and experience, how best we can further the progress of those peoples towards those goals (i.e., self-government or independence) on which there is no dispute.”

783. As a result of the consideration of the Report of the Committee on Information from Non-Self-Governing Territories, six resolutions were adopted: the United Kingdom voted in favour of resolutions approving the Report on Economic Conditions; changing the name of the Committee from “Special Committee on Information from Non-Self-Governing Territories” to “Committee on Information from Non-Self-Governing Territories”; and setting up an *ad hoc* committee to examine the factors to be taken into account in deciding whether a territory is or is not one whose peoples have not yet attained a full measure of self-government. The United Kingdom abstained on a resolution concerning the possibility of the participation of inhabitants from non-self-governing territories in the work of the Committee on Information from Non-Self-Governing Territories on the ground that the practical and legal considerations involved required most careful study before any conclusions could be reached. A resolution approving a revised Standard Form for the transmission of Article 73(e) information and one approving proposals for the future work of the Committee on that information were adopted without vote. Two new members to the Committee on Information were elected, Mexico and the Philippines being replaced by Ecuador and Indonesia.

784. On the whole the resolutions adopted on the consideration of the Trusteeship Council's Report reflected a serious effort in the Committee to establish greater control by the United Nations over the Administering Authorities, and the United Kingdom was obliged to vote against three of the 12 resolutions adopted, abstaining on five and voting in favour of four.

785. Two of the resolutions which the United Kingdom felt bound to oppose were tantamount to revisions of the Charter. In the first place, the Assembly recommended the Trusteeship Council to consider providing for the participation of the inhabitants of trust territories in its work, ignoring the extensive rights already conferred by the petitions system and the fact that all United Nations bodies are composed of representatives of Governments and not

of peoples. Secondly, a resolution was passed asking Administering Authorities to fix a time limit for the attainment of independence or self-government in trust territories. The United Kingdom opposed this resolution on the grounds that the delicate processes of political development cannot be worked out to a fixed time-table. The third resolution opposed by the United Kingdom set up a Standing Committee on Administrative Unions to meet before the next General Assembly, thus usurping the function of the Trusteeship Council.

786. The United Kingdom abstained on five resolutions: two were procedural; one amended the Trusteeship Council Ewe Resolution in such a way as to cause delay in setting up the Joint Council for Togoland; another invited member states of the United Nations to provide scholarships for students from trust territories, thus duplicating the existing arrangements under the Technical Assistance Programme; and the last urged the immediate abolition of corporal punishment. H.M. Government have repeatedly explained that while the aim of their policy is the complete abolition of corporal punishment as a sanction of the courts—and important steps have recently been taken towards this objective—it would not be possible to abolish this form of punishment at one step without creating serious social problems. A resolution against which the United Kingdom voted in the Fourth Committee was rejected in Plenary Session: it provided for the participation of non-members of the Trusteeship Council in subsidiary organs of the Council, and it was opposed by the United Kingdom because it would have deprived members of the Council of the practical and detailed experience which they gain on these organs and was in any case of doubtful legality under the Charter.

787. The United Kingdom supported resolutions relating to the more effective dissemination of information about the United Nations in trust territories, the adoption of the Report of the Trusteeship Council, the implementation of resolutions of the United Nations in trust territories, and extended studies by the Rural Economic Development Committee. Thus of the 18 resolutions of direct concern to the Colonial Office, the United Kingdom voted in favour of eight, against three and abstained on seven.

#### *The Economic and Social Council (ECOSOC)*

788. The thirteenth session of ECOSOC opened at Geneva on the 30th July, 1951, and lasted until the 21st September. The central theme of the economic debates was the impact of rearmament on the economies of the Western Powers and the fear of the under-developed territories that the supply to them of capital goods would suffer as a result. The proposal that preliminary steps should be taken towards the establishment of a Regional Economic Commission for Africa was lost by a narrow majority, the United Kingdom voting against the draft resolution on the grounds that little more in the direction of international economic co-operation in the continent could be done than was already being done by other means. Land reform was discussed in a debate unfortunately marred by propaganda and a resolution which H.M. Government supported was adopted, setting out means by which reform might be achieved.

789. The Council also set up an *ad hoc* committee, appointed jointly by the Secretary-General of the United Nations and the Director-General of the International Labour Organisation, to conduct an impartial enquiry into problems of forced labour. Governments have been asked to complete a short questionnaire to assist the committee.

790. The Technical Assistance programmes of the United Nations and specialised agencies are described in paragraph 480. Individual projects of the agencies are mentioned in the paragraphs below which deal with those agencies.

### *Regional Economic Commissions of ECOSOC*

791. The Economic Commission for Asia and the Far East held a Trade Promotion Conference at Singapore in October, 1951; a prominent Singapore Chinese businessman, Mr. Yapp Pheng Geck, was elected Chairman, and commercial interests in Malaya/Borneo and Hong Kong were well represented. Meetings were also held of Working Parties on the Mobilisation of Domestic Capital, Cottage and Small-Scale Industries, and Standard International Trade Classification, and of the Committee on Inland Transport, and Sub-Committees on Iron and Steel and Electric Power, to most of which the United Kingdom territories sent delegates. The Fourth Session of the Committee on Industry and Trade, and the Eighth Plenary Session of the Commission were held at Rangoon in January/February, 1952; at both the Malaya/Borneo group and Hong Kong were represented by strong delegations.

### *Functional Commissions of ECOSOC*

792. *Human Rights Commission.* The Commission continued its work of drafting a Covenant on Human Rights. Certain resolutions of the Third Committee of the General Assembly, at its meetings in January, 1952, bore upon the work of the Commission. One resolution called upon the Commission to draft separate covenants dealing with political and with economic and social rights. After a somewhat confused discussion, a further resolution was passed dealing with the inclusion of an article in the Covenant on Human Rights on the right of nations and peoples to self-determination, and stipulating that all States, including those responsible for the administration of non-self-governing territories, should promote the realisation of that right. It was pointed out in the discussion that the terms of this resolution could not be defined with sufficient precision for it to be appropriate for inclusion in a covenant dealing with relations between the State and the individual, and that furthermore self-determination was a political rather than a juridical concept. For these reasons, the United Kingdom delegation, in common with those of eight other States, voted against this resolution, and a further nine delegations abstained from the vote.

793. *Social Commission.* Several fellowships and scholarships were awarded under the Advisory Social Welfare Services of the United Nations and an increasing number of applications for such awards have been put forward by Colonial Governments.

794. Considerable material has been supplied to the United Nations for their study of the training of social workers, and representatives of the Colonial Office were on a panel set up in the United Kingdom to consider in-service training.

795. Films dealing with social development in the dependent territories were shown by the United Kingdom representative at the Seventh Session of the Social Commission at Geneva.

796. *Status of Women Commission.* The Commission has asked Governments for their views on its proposal to draw up a Convention on the Political Rights of Women. H.M. Government have replied that they do not regard a convention as the best means of achieving what is desired, especially as in some countries any sudden alteration of the status of women would have fundamental effects on the social structure: the process of public education is to be preferred as a means of raising the status of women.

797. *Transport and Communications Commission.* During the year the Draft International Customs Convention on Touring was extended to most of the United Kingdom dependencies.

798. The Draft International Customs Convention on Commercial Road Vehicles was also extended to a few United Kingdom territories where it was considered to be of value.

*Specialised Agencies of the United Nations*

799. *Food and Agriculture Organisation (F.A.O.)\** The Colonial Office was again represented on the United Kingdom delegation to the F.A.O. Biennial Conference which was held in November-December, 1951, at the Organisation's new headquarters in Rome. Fewer regional meetings than usual were held during the past year, but Colonial Governments have continued to play an active part in them, sending representatives to meetings on rice breeding, foot and mouth disease, land use problems and Desert Locust control, among others.

800. Colonial representatives attended a training course held by F.A.O. in the Middle East on agricultural and allied development plans and in the United Kingdom on nematology.

801. Increasing work has been undertaken by the Organisation under the Expanded Technical Assistance Programme. Already 12 applications for experts have been submitted to F.A.O. on behalf of United Kingdom dependencies; all have been approved and two met. The grazing-land expert for Cyprus mentioned last year has almost completed his investigation and an eminent agricultural expert visited Jamaica to advise on rehabilitation measures following the hurricane.

802. A number of applications for fellowships from colonial candidates have been submitted to the Organisation. In January-February, 1952, a training course in timber grading, recommended by the Forestry and Forest Products Commission for Asia and the Pacific, was held in Malaya under the joint auspices of F.A.O. and the Government of the Federation for the benefit of trainees from the countries of South-East Asia. The Government of the Federation provided the teaching facilities of the Kepong Forestry Research Institute. The Hong Kong, Malaya and Borneo Governments have supported rice hybridisation experiments which are being undertaken at an agricultural research station in India under the auspices of the International Rice Commission.

803. *International Labour Organisation (I.L.O.)*. Meetings held under the auspices of the I.L.O. at which there was colonial representation included the 34th session of the International Labour Conference in Geneva in June, 1951, a Migration Conference in Naples in October, a Regional Technical Conference on Asian Manpower in Bangkok in December, a seminar on labour statistics in New Delhi in November and a seminar on labour inspection in Calcutta in February, 1952.

804. Under the Expanded Programme for Technical Assistance, the Organisation provided two experts to advise the Government of Singapore on the proposed establishment of a Provident Fund Scheme. A grant was made under the 1951 fellowship programme of the Organisation to a trade unionist in Trinidad for a period of study at the International Labour Office.

805. *World Health Organisation (W.H.O.)*. Regional activities, which bring all colonial territories into close touch with the Organisation, have continued to expand during the year. The First Session of the Regional Committee for the Western Pacific was held in Geneva in June, 1951, and was attended by a United Kingdom delegation headed by the Deputy Chief Medical Officer in the Colonial Office. The United Kingdom delegate to the Second Session held in Manila in September, 1951, was Dr. Kok-Cheang Yeo, Director of Medical Services, Hong Kong. The First Session of the Regional Committee for Africa was held in Geneva in September and was attended by a United Kingdom delegation again headed by the Deputy Chief Medical Officer in the Colonial Office. At this meeting it was decided to set up a Regional Organisation for the area with its headquarters in Brazzaville; this will replace the temporary Office for Africa which had been earlier established in Geneva. In September also,

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\* For locust control see paragraph 282.

the Directing Council of the Pan-American Sanitary Organisation, acting in its capacity as W.H.O. Regional Committee for the Western Hemisphere, held its Fifth Meeting in Washington; the United Kingdom delegation to this meeting was led by Dr. J. W. P. Harkness, Medical Adviser to the Development and Welfare Organisation in the West Indies, who was accompanied by advisers from Jamaica and Barbados.

806. During the year detailed procedures were worked out with the Organisation for the extension to colonial territories of technical assistance both under the United Nations programmes and under the W.H.O. Regular Budget. In the meantime, several technical assistance projects have already been put into operation or been planned for colonial territories, particularly those within the W.H.O. Western Pacific Region. These schemes, which are in many instances joint projects on the part of W.H.O. and the United Nations International Children's Emergency Fund, cover the provision of expert staff for nursing training, staff and supplies for tuberculosis and malaria control, and similar assistance for rural health centres, medical schools and public health training.

807. *United Nations Educational, Scientific and Cultural Organisation (U.N.E.S.C.O.)*. The Secretary of State's Deputy Educational Adviser and Enche M. Othman, State Secretary of Selangor, Federation of Malaya, attended the Sixth Session of the General Conference of U.N.E.S.C.O. at Paris in July-August, 1951, as advisers to the United Kingdom delegation. Two matters of particular importance to United Kingdom dependencies were considered: U.N.E.S.C.O.'s special project for a world network of International Fundamental Education Centres and the United Kingdom Government's resolution to amend the constitution of U.N.E.S.C.O. to provide for associate membership by non-self-governing territories. Co-operation between U.N.E.S.C.O. and colonial territories is referred to in paragraphs 544-5.

808. *International Telecommunications Union (I.T.U.)*. An Extraordinary Administrative Radio Conference was held in Geneva, from August to December, 1951, to discuss means of implementing decisions of the Atlantic City Conference, 1947. A delegation representing the Colonial Ensemble attended. Advantage has been taken of the introduction of provision for Associate Membership to sponsor the East African (Kenya-Uganda-Tanganyika) and West African (Nigeria-Gold Coast-Sierra Leone-Gambia) groups of territories for Associate Membership of the Union as two group members. The question of sponsoring other groups of territories is under consideration.

809. *United Nations International Children's Emergency Fund (U.N.I.C.E.F.)*. More territories have benefited from U.N.I.C.E.F. assistance during the past year, particularly in B.C.G. anti-tuberculosis programmes. New programmes have been started in Aden, Jamaica and Trinidad. The projects undertaken by the fund in British Honduras and the Far Eastern territories have been carried forward. For further details see paragraphs 640, 655 and 666.

#### **(b) International Co-operation other than through the United Nations**

##### *In Africa \**

810. Co-operation with other Colonial Powers in Africa as well as with the Union of South Africa and Southern Rhodesia has been strengthened during the year, and frequent meetings have been held between officials of the Colonial Office, the Ministry of Overseas France and the colonial authorities in Brussels and Lisbon, in order to promote understanding and facilitate the discussion of common problems.

811. On the 31st March, 1952, M. Pflimlin, Minister of Overseas France, visited London for two days for an informal exchange of views with the

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\* For co-operation in locust control see paragraphs 745f and 281f.



Secretary of State on the policies of the French and British Governments in Africa, and on measures for improving co-operation between them.

812. The Commission for Technical Co-operation in Africa south of the Sahara (C.C.T.A.), whose membership is composed of the Governments of Belgium, France, Portugal, Southern Rhodesia, the Union of South Africa and the United Kingdom, held its Fourth Session in London in July, 1951, and its Fifth Session in Cape Town in January, 1952. At these meetings further measures of co-operation in the technical field were agreed upon. At its Fifth Session the Commission recommended the establishment in London of an independent secretariat to replace the arrangement under which the secretarial work of the Commission had been carried on by an official of the Belgian Embassy in London, assisted by a member of the Colonial Office. The new secretariat is about to be established under the direction of M. Paul-Marc Henry, an official of the French Foreign Service, as Secretary General. To the technical information bureaux already established by the Commission, namely the Permanent Inter-African Bureau for Tsetse and Trypanosomiasis (in Leopoldville, Belgian Congo) and the Soils Bureau (in Paris), was added an African Bureau for Epizootic Diseases, established in December, 1951, at Muguga (Kenya). During the year a constitution for the Scientific Council for Africa south of the Sahara, and detailed arrangements for the close association of the Council with the Commission, were approved by the Governments concerned. Under the terms of its constitution one of the functions of the Council is to act as scientific adviser to the Commission. Arrangements were also completed for the establishment of an Inter-African Labour Institute at Bamako, French West Africa, to be set up in 1952

813. The following international technical conferences took place during the year:

(i) An African Medical Education Conference, preceded by a Conference on Medical Co-operation in West Africa, was held at Dakar in May, 1951, and attended by representatives of Belgium, France, Portugal and the United Kingdom.

(ii) A Statistics Conference was held at Salisbury in Southern Rhodesia, in August, 1951, and attended by representatives from Belgium, France, Portugal, Southern Rhodesia, the Union of South Africa and the United Kingdom. Observers from F.A.O. and I.L.O. also attended.

(iii) An International Regional Education Conference was held at Nairobi in August, 1951, and attended by representatives of Belgium and the United Kingdom. An observer from U.N.E.S.C.O. was also present.

(iv) A Forestry Conference was held at Abidjan, Ivory Coast, in December, 1951, and was attended by representatives from Belgium, France, Portugal, and the United Kingdom. An observer from the Forestry Service of Dutch Guiana and from Sao Paulo as well as representatives from the F.A.O. also attended. In all cases representatives of the Governments of British African territories attended in addition to those of the United Kingdom Government.

(v) A Conference on the Cattle Trade was held at Vom, Nigeria, in January, 1952. Representatives from Nigeria and the Gold Coast and neighbouring French territories attended.

(vi) A meeting of the Joint West African Anglo-French Civil Aviation Sub-Committee was held in Accra, Gold Coast, in March, 1952. The meeting was arranged by the West African Inter-Territorial Secretariat and the four West African Governments and neighbouring French territories were represented.

814. There has been continuous liaison, on a regional basis, in both the administrative and technical fields, between the authorities in British African territories and those of neighbouring territories. To facilitate co-operation between the four British West African Governments and French West Africa a Vice-Consul was appointed to the staff of the British Consulate General at Dakar early in 1951. In addition, the following visits took place: the Governor General of the Belgian Congo visited Kenya and Uganda in April, 1951; the Governor of Sierra Leone visited the Governor of French Guinea in April-May, 1951; the Governor of Dahomey visited Nigeria in May, 1951; the Governor of Nigeria visited Fernando Po in July, 1951; and the Governor-General of Mozambique visited Kenya in December, 1951. The Minister of Agriculture and Natural Resources of the Gold Coast Government attended the inauguration ceremonies for President Tubman of Liberia, held in Monrovia in January, 1952.

815. Colonial officials and Government servants from Belgium, France, Italy, the Netherlands, Portugal, the United States, Southern Rhodesia, the Sudan and Eritrea attended the Colonial Service Summer School at Oxford in September, 1951. British colonial officials took part in a special course of lectures and visits arranged by the Ecole Nationale de la France d'Outre-Mer in Paris in December, 1951.

#### *Outside Africa.*

816. *Colombo Plan.* The United Kingdom territories in South-East Asia continue to participate in the Colombo Plan for co-operative economic development in South and South-East Asia. A meeting of the Consultative Committee of the Colombo Plan was held in Karachi in March, 1952.

817. *Caribbean Commission.* The members of the Commission are France, the Netherlands, the United Kingdom and the United States. The British Section consists of the Comptroller for Development and Welfare in the West Indies (Sir George Seel) as British Co-Chairman, the Colonial Attaché at Her Majesty's Embassy in Washington (Mr. J. K. Thompson) and two unofficial members, Mr. W. A. Bustamente (Jamaica) and Mr. Grantley Adams (Barbados). Mr. L. W. Cramer vacated the post of Secretary-General at the end of August, 1951, on completion of his five-year term of office and was succeeded by Mr. E. F. H. de Vriendt, who had been employed by the Royal Dutch Shell Group since 1926 and has had wide experience in the West Indies.

818. The Commission, which meets twice a year, held its twelfth meeting at Barbados in May, 1951, and its thirteenth meeting at St. Croix, United States Virgin Islands, in October, 1951. At its twelfth meeting the Commission was mainly engaged in discussion of its own domestic affairs and of the work of technical committees. At its thirteenth meeting the Commission agreed to concentrate its future work on fields having a direct bearing on economic development, i.e., agriculture, forestry and fisheries development; industrial development; and housing.

819. The Commission produced a number of publications during the year, among the most useful being the Caribbean Bibliography, the Statistical Digest and a brochure on Aspects of Housing in the Caribbean.

820. The Commission agreed that the Secretary General should undertake the administration of technical assistance projects which are of regional importance. The first of these was the appointment of two experts in aided self-help housing, sponsored by the United States Technical Co-operation Administration; further projects are under consideration.

821. Outstanding among conferences held in the West Indies during the year was the Industrial Development Conference sponsored by the Commission in Puerto Rico in February, 1952.

822. *South Pacific Commission.* The members of the Commission are Australia, France, the Netherlands, New Zealand, the United Kingdom and the United States. The seventh and eighth sessions of the Commission were held at Noumea during 1951. Sir Brian Freeston, who retired from the Governorship of Fiji during the year, was appointed Secretary-General of the Commission, in succession to Mr. W. D. Forsyth. The Commission's Research Programme continued during the year and several projects were completed. The second South Pacific Conference has been arranged to take place in April, 1953, at Noumea, where it will be followed immediately by the eleventh session of the Commission.

823. An agreement was signed by representatives of the six participating Governments at the eighth session of the Commission extending the geographical scope of the Commission to include the Trust Territory of the Pacific Islands (the Caroline, Marshall and Mariana Islands under the United States Trusteeship).

824. *Council of Europe.* The Convention for the Protection of Human Rights and Fundamental Freedoms (Cmd. 8130) sponsored by the Council of Europe was ratified by H. M. Government, with respect to the United Kingdom, on the 22nd February, 1951. It has not yet come into force because insufficient ratifications have been deposited. Colonial Governments have been invited to consider the extension of the Convention to their territories.

APPENDIX I

LIST OF PARLIAMENTARY AND NON-PARLIAMENTARY PAPERS  
OF COLONIAL INTEREST PUBLISHED DURING 1951-52

- Cmd. 8206. Renewal by H.M. Government . . . of declaration accepting the jurisdiction of the International Court of Justice concerning the . . . boundaries of British Honduras. 2d. (3½d.)
- Cmd. 8230. British Islands in the Southern Hemisphere, 1945-51. 3s. 6d. (3s. 9d.)
- Cmd. 8233. Central African territories ; report of Conference on Closer Association. 1s. 3d. (1s. 4½d.)
- Cmd. 8234. Central African territories ; geographical, historical and economic survey. 1s. 3d. (1s. 4½d.)
- Cmd. 8235. Central African territories ; comparative survey of native policy. 2s. (2s. 1½d.)
- Cmd. 8243. The Colonial Territories, 1950-51. 4s. 6d. (4s. 9d.)
- Cmd. 8303. Colonial Research, 1950-51. 6s. 6d. (6s. 10d.)
- Cmd. 8411. Closer association in Central Africa ; statement by H.M. Government. 4d. (5½d.)
- Col. No. 269. Development and Welfare in the West Indies, 1950. Report by the Comptroller. 4s. 6d. (4s. 9d.)
- Col. No. 270-2. Colonial Regulations . . . Part II : Public Business. 1s. 9d. (1s. 10½d.)
- Col. No. 271. Conference of British Commonwealth Survey Officers, 1947. Report of Proceedings. £2 5s. 0d. (£2 5s. 11d.)
- Col. No. 272. Northern Rhodesia ; agreement with the British South Africa Company on the mineral rights owned by the company in Northern Rhodesia and for the eventual transfer of those rights to the Northern Rhodesian Government. 6d. (7½d.)
- Col. No. 273. Inter-University Council for Higher Education in the Colonies. Third Report, 1949-50. 9d. (10½d.)
- Col. No. 274. Report . . . on the administration of Togoland under United Kingdom Trusteeship for the year 1950. 9s. (9s. 4d.)
- Col. No. 275. Labour Administration in the Colonial Territories, 1944-50. 1s. (1s. 1½d.)
- Col. No. 276. Report . . . on the administration of the Cameroons under United Kingdom Trusteeship for the year 1950. 12s. (12s. 5d.)
- Col. No. 277. Development of African Local Government in Tanganyika. 1s. 6d. (1s. 7½d.)
- Col. No. 278. Report . . . on the administration of Tanganyika under United Kingdom Trusteeship for the year 1950. 12s. 6d. (12s. 11d.)
- Col. No. 279. Annual Report of the East African High Commission, 1950. 3s. (3s. 1½d.)
- Col. No. 280. British Guiana : Report of the Constitutional Commissioners, 1950-51, and despatch from the Secretary of State for the Colonies to the Governor of British Guiana dated 6th October, 1951. 3s. 6d. (3s. 8d.)
- Col. No. 281—  
1 and 3. An Economic Survey of the Colonial Territories, 1951. Volume I : The Central African and High Commission Territories. Volume III : The West African Territories. £1 5s. 0d. (£1 5s. 3d.) for each volume.
- House of Commons Papers.  
Session 1950-51.
- H.C. 161. Colonial Development Corporation. Annual Report and Statement of Accounts for the year ended 31st December, 1950. 2s. (2s. 2d.)
- H.C. 189. Colonial Development and Welfare Act. Return of Schemes made by the Secretary of State for the Colonies with the concurrence of the Treasury in the period 1st April, 1950, to 31st March, 1951. 1s. 6d. (1s. 7½d.)

- H.C. 289. Malta (Reconstruction) Act, 1947. Account, 1949-50. Account prepared in pursuance of Section 2 (2) of the Malta (Reconstruction) Act, 1947, of the sums issued to the Government of Malta out of the Consolidated Fund . . . . 3d. (4½d.)
- H.C. 292. Overseas Resources Development Act, 1948. Accounts, 1950-51. . . . 3d. (4½d.)
- Session 1951-52.
- H.C. 1. Overseas Food Corporation. Annual Report and Statement of Accounts for the year ended 31st March, 1951. 3s. (3s. 2d.)
- H.C.110—II. Civil Estimates for the year ending 31st March, 1953, Class II, Commonwealth and Foreign. 3s. 6d. (3s. 8d.)
- Colonial Research Publications.
- No. 7. Contagious caprine pleuro-pneumonia; a study of the disease in Nigeria. By E. O. Longley. 4s. (4s. 1½d.)
- No. 9. The rat problem in Cyprus; a report of investigations made in carob-growing areas. By J. S. Watson. 3s. 6d. (3s. 8d.)
- No. 10. Locust Research and Control, 1929-50. By B. P. Uvarov. 5s. (5s. 2d.)
- No. 11. Statistics for colonial agriculture. Report on the organisation of recording and estimating. By K. E. Hunt. 7s. 6d. (7s. 9d.)
- No. 12. Insect infestation of stored food products in Nigeria. Report of a survey, 1948-50, and of control measures adopted. 5s. (5s. 1½d.)
- Colonial Research Studies.
- No. 2. Buildings of architectural or historical interest in the British West Indies. A Report. By A. A. Acworth. 4s. (4s. 1½d.)
- No. 3. Two studies of applied anthropology in Kenya. By P. Mayer. 2s. 6d. (2s. 8d.)
- No. 4. Nandi work and culture. By G. W. B. Huntingford. 8s. 6d. (8s. 10d.)
- Fishery Publications.
- Vol. I, No. 1. The food and feeding relationships of the fishes of Singapore Straits. By Tham Ah Kow. 3s. (3s. 1½d.)
- Appointments in Her Majesty's Colonial Service. C.S.R. 1, 1952. 3s. 6d. (3s. 9d.)
- Native Administration in the African Territories. By Lord Hailey. 4 vols. £2 10s. 6d. (£2 12s. 0d.)
- British African Land Utilisation Conference, Jos, Nigeria, 1949. Final Report. 2s. (2s. 1½d.)
- Commonwealth Economic Committee. Annual Report, 1950-51. 6d. (7½d.)
- Commonwealth trade in 1950. A memorandum prepared in the Intelligence Branch of the Commonwealth Economic Committee. 6d. (7½d.)
- The Processing of Colonial Raw Materials. A study in location. By C. Leubuscher. 10s. (10s. 4d.)
- Statistical summary of the mineral industry; production, imports and exports, 1944-50. £1 5s. 0d. (£1 5s. 4d.)
- Traditional Art from the Colonies. Catalogue of an exhibition at the Imperial Institute, 1951. 9d. (10½d.)
- Traditional Sculpture from the Colonies. An illustrated handbook for the Exhibition of Traditional Art from the Colonies. 2s. (2s. 1½d.)

APPENDIX II

THE COLONIAL OFFICE, 1952.

SECRETARY OF STATE FOR THE COLONIES	...	The Right Hon. Oliver Lyttelton, D.S.O., M.C., M.P.
MINISTER OF STATE FOR COLONIAL AFFAIRS	...	The Right Hon. Alan Lennox-Boyd, M.P.*
PARLIAMENTARY UNDER-SECRETARY OF STATE	...	The Right Hon. the Earl of Munster.

*Senior Staff†*

PERMANENT UNDER-SECRETARY OF STATE	...	Sir Thomas Lloyd, G.C.M.G., K.C.B.
DEPUTY UNDER-SECRETARIES OF STATE	...	Sir Charles Jeffries, K.C.M.G., O.B.E. Sir Hilton Poynton, K.C.M.G.
ASSISTANT UNDER-SECRETARIES OF STATE	...	Sir John Martin, K.C.M.G., C.B., C.V.O. C. G. Eastwood, C.M.G. S. E. V. Luke, C.M.G. W. L. Gorell Barnes, C.M.G. J. J. Paskin, C.M.G., M.C. J. B. Williams, C.M.G. W. B. L. Monson, C.M.G. E. Melville, C.M.G.

*Principal Advisers to the Secretary of State*

AGRICULTURAL ADVISER	...	...	...	...	Sir Geoffrey Clay, K.C.M.G., O.B.E., M.C.
ADVISER ON ANIMAL HEALTH	...	...	...	...	R. J. Simmons, C.B.E.
ADVISER ON CO-OPERATION	...	...	...	...	B. J. Surridge, C.M.G., O.B.E.
EDUCATIONAL ADVISER	...	...	...	...	Sir Christopher Cox, K.C.M.G.
FISHERIES ADVISER	...	...	...	...	C. F. Hickling, C.M.G., Sc.D.
FORESTRY ADVISER	...	...	...	...	F. S. Collier, C.B.E.
LABOUR ADVISER	...	...	...	...	E. W. Barltrop, C.M.G., C.B.E., D.S.O.
LEGAL ADVISER	...	...	...	...	Sir Kenneth Roberts-Wray, K.C.M.G.
CHIEF MEDICAL ADVISER	...	...	...	...	E. D. Pridie, C.M.G., D.S.O., O.B.E., M.B., B.S.
INSPECTOR GENERAL OF COLONIAL POLICE	...	...	...	...	W. A. Muller, C.M.G.
ADVISER ON SOCIAL WELFARE	...	...	...	...	W. H. Chinn, C.M.G.
SURVEYS ADVISER AND DIRECTOR OF COLONIAL (GEODETIC AND TOPOGRAPHIC) SURVEYS	...	...	...	...	Brigadier M. Hotine, C.M.G., C.B.E., F.R.I.C.S.
GEOLOGICAL ADVISER AND DIRECTOR OF COLONIAL GEOLOGICAL SURVEYS	...	...	...	...	F. Dixey, C.M.G., O.B.E., D.Sc. F.G.S., M.I.M.M.

\*On his appointment as Minister of Transport on the 7th May, 1952, Mr. Lennox-Boyd was succeeded as Minister of State by Mr. Henry Hopkinson, C.M.G., M.P.

†Further details of the staff are given in the Colonial Office List published by Her Majesty's Stationery Office.

APPENDIX III  
DEVELOPMENT PLANS  
(Approved up to the 31st March, 1952)

Territory	Total (£000)	Sources from which financed			
		C.D.&W. Funds (£000) (a)	Loan Funds (£000)	Local Resources (£000)	Total of Local and Loan Resources (£000)
Nigeria ... ..	52,245	23,739	15,267	13,239	28,506
Gold Coast ... ..	74,791	3,000	23,000	48,791	71,791
Sierra Leone ... ..	10,695	2,900	5,000	2,795	7,795
Gambia ... ..	2,130	1,500	200	430	630
Kenya ... ..	35,490	3,500	16,500	15,490	31,990
Tanganyika ... ..	24,450	5,349	9,000	10,101	19,101
Uganda ... ..	28,500	2,500	2,000	24,000	26,000
Zanzibar ... ..	1,430	900	—	530	530
Nyasaland ... ..	12,292	2,974	3,000	6,318	9,318
Northern Rhodesia	33,278	2,778	9,000	21,500	30,500
Aden (Colony and Protectorate)	2,523	800	660	1,063	1,723
Somaliland Protec- torate ... ..	750	750	—	—	—
Mauritius ... ..	8,052	1,838	4,538	1,676	6,214
Seychelles* ... ..	325	250	—	75	75
St. Helena ... ..	200	200	—	—	—
Fiji ... ..	3,736	1,055	1,126	1,555	2,681
Cyprus* ... ..	7,031	2,001	287	4,743	5,030
Falkland Islands...	275	150	—	125	125
Jamaica ... ..	21,098	6,078	6,558	8,462	15,020
Turks and Caicos	165	165	—	—	—
Barbados ... ..	3,411	800	1,000	1,611	2,611
Montserrat ... ..	126	126	—	—	—
St. Christopher- Nevis-Anguilla	1,559	298	215	1,046	1,261
British Guiana ... ..	6,646	2,500	2,757	1,389	4,146
Trinidad ... ..	7,497	739	5,691	1,067	6,758
St. Vincent * ... ..	1,022	421	200	401	601
Dominica* ... ..	946	646	300	—	300
Grenada ... ..	1,416	478	312	626	938
North Borneo ... ..	8,653 (b)	2,500 (c)	1,300	4,853 (d)	6,153
Sarawak ... ..	7,535	1,902 (c)	642	4,991	5,633
Federation of Malaya ... ..	44,800	3,303	32,797	8,700	41,497
Singapore ... ..	53,000	2,279	15,421	35,300	50,721
Totals ... ..	456,067	78,419	156,771	220,877	377,648

\*Plans being revised.

(a) The figures in this column for the most part show the amounts of C.D. and W. funds allocated to the individual territories, but in some cases the Plans also include the territories' shares of other allocations such as the "central" sums set aside for specific purposes (e.g. research).

(b) Includes cost of reconstruction.

(c) Includes sums of £1,250,000 (North Borneo) and of £750,000 (Sarawak) provisionally allocated against requirements connected with the Colombo Plan and subject to review.

(d) Includes proceeds of sale of Japanese assets and E.C.A. grant.

*Note.*—Most of the figures given are based on the published plans of the territories concerned, but substantial revisions in the plans that have since been made have been taken into account in compiling the table. The figures should be treated as provisional since they are all liable to review.

## TOTAL PUBLIC REVENUE AND EXPENDITURE

TERRITORY	1939		1947			
	Revenue	Expenditure	Revenue	Expenditure		
<b>EAST AND CENTRAL AFRICA</b>						
Somaliland Protectorate ... ..	169	262	681	681		
Kenya ... ..	3,812	3,808	9,877	9,024		
Uganda ... ..	1,718	2,740	5,331	4,474		
Tanganyika ... ..	2,133	2,394	6,013	6,089		
Zanzibar and Pemba ... ..	499	452	746	878		
Northern Rhodesia ... ..	1,674	1,382	4,440	4,534		
Nyasaland ... ..	817	806	1,631	1,376		
<b>WEST AFRICA</b>						
Gambia ... ..	152	206	694	633		
Gold Coast (including Togoland) ...	3,734	3,631	10,246	10,966		
Nigeria (including Cameroons) ...	6,113	6,499	18,404	17,186		
Sierra Leone ... ..	1,131	1,165	2,110	2,120		
<b>EASTERN GROUP</b>						
Federation of Malaya ... ..	16,532	19,018	31,344	33,315		
Singapore ... ..			9,096	6,046		
Brunei ... ..			149	138	512	210
North Borneo ... ..			412	227	837	1,391
Sarawak ... ..			556	490	1,503	1,282
Hong Kong ... ..			2,549	2,332	10,269	7,981
<b>MEDITERRANEAN</b>						
Cyprus ... ..	1,013	1,022	5,121	4,607		
Gibraltar ... ..	204	275	1,389	913		
Malta ... ..	1,432	1,413	5,234	4,739		
<b>WEST INDIES GROUP</b>						
Barbados ... ..	612	627	1,870	1,726		
British Guiana ... ..	1,312	1,357	4,184	4,112		
British Honduras ... ..	441	441	730	722		
Jamaica ... ..	3,082	3,164	9,300	8,410		
Cayman Islands ... ..	8	15	35	33		
Turks and Caicos Islands ... ..	10	14	40	51		
<b>Leeward Islands :</b>						
Antigua ... ..	127	152	385	362		
St. Christopher-Nevis ... ..	148	180	379	310		
Montserrat ... ..	29	35	91	100		
Virgin Islands ... ..	9	11	17	28		
Trinidad and Tobago ... ..	2,796	2,708	7,776	7,795		
<b>Windward Islands :</b>						
Dominica ... ..	79	79	220	200		
Grenada ... ..	158	174	574	524		
St. Lucia ... ..	130	133	283	325		
St. Vincent ... ..	102	100	350	325		
<b>WESTERN PACIFIC GROUP</b>						
Fiji ... ..	839	987	2,458	2,098		
<b>Western Pacific High Com. Terrs. :</b>						
British Solomon Islands ... ..	47	59	408	388		
Gilbert and Ellice Islands ... ..	54	64	217	217		
New Hebrides ... ..	25	23	83	49		
Tonga ... ..	45	56	201	126		
<b>ATLANTIC AND INDIAN OCEAN</b>						
Bahamas ... ..	423	466	1,353	1,113		
Bermuda ... ..	399	429	1,455	1,363		
Falkland Islands ... ..	62	75	104	126		
St. Helena ... ..	15	33	61	125		
Aden ... ..	204	147	908	696		
Mauritius ... ..	1,425	1,382	2,989	3,686		
Seychelles ... ..	88	83	193	171		
Totals ... ..	57,468	61,254	162,142	153,626		



DIX IV  
OF THE COLONIAL TERRITORIES, 1939, 1947-51

137

£000

1948		1949		1950		1951	
Revenue	Expendi- ture	Revenue	Expendi- ture	Revenue	Expendi- ture	Revenue	Expendi- ture
337	504	423	1,118	1,131	1,094	1,177	1,177
11,412	10,967	14,338	14,985	13,719	14,333	16,092	15,860
6,351	6,514	8,094	6,687	11,037	8,000	14,735	13,130
7,888	7,378	11,373	10,560	11,595	10,012	12,342	12,129
901	938	1,025	1,083	1,658	1,197	1,655	1,456
6,716	6,208	14,138	12,373	12,160	9,725	16,033	13,435
2,049	2,105	2,588	2,745	3,546	3,598	4,096	4,143
867	1,014	964	1,173	982	1,062	1,050	1,241
11,639	11,488	18,106	14,144	20,565	18,615	29,275	24,235
23,811	23,898	30,765	28,253	32,794	28,138	44,393	40,547
2,649	2,172	2,730	2,458	3,269	2,979	3,838	4,293
27,469	33,930	40,272	40,523	51,731	41,254	87,979	65,727
9,482	8,662	12,638	10,841	12,901	12,899	19,034	17,730
768	436	1,019	493	1,975	943	3,041	1,272
938	1,267	1,293	1,140	2,517	2,120	3,477	2,857
1,841	1,520	1,901	2,136	3,662	2,072	7,254	2,934
12,183	9,997	16,516	11,383	18,233	15,730	15,487	14,667
5,916	5,813	4,958	4,595	6,166	5,479	7,155	6,198
682	653	1,021	1,237	821	810	897	885
5,309	4,969	5,557	5,911	5,720	5,802	6,507	6,857
1,871	2,051	2,001	2,151	2,536	2,347	2,703	2,565
4,588	4,384	4,879	4,652	4,741	5,134	5,387	5,485
796	842	921	955	1,340	1,354	1,222	1,153
9,713	10,130	10,003	9,890	11,243	10,435	14,027	14,524
44	34	52	51	70	58	75	73
77	47	100	95	78	87	65	73
395	451	407	412	648	633	727	865
368	349	411	410	468	520	614	569
99	101	119	102	85	100	151	144
49	32	54	52	26	55	72	55
9,440	8,044	10,599	8,819	10,546	10,313	11,545	11,392
185	200	272	291	334	351	414	439
573	686	552	659	787	621	776	816
365	499	606	623	674	741	684	736
306	273	381	375	372	400	405	472
2,602	2,230	2,914	2,507	2,795	2,758	3,096	3,652
386	319	324	324	404	404	495	495
252	221	188	269	260	253	284	284
102	75	188	109	210	169	287	204
198	165	321	230	280	239	299	313
1,360	1,318	1,330	1,510	1,580	1,659	2,000	1,825
1,532	1,532	1,886	1,707	2,009	1,869	2,320	2,075
149	163	170	164	219	204	369	191
127	100	130	115	91	97	111	114
971	980	1,121	1,200	1,318	1,114	1,578	1,597
3,470	3,300	4,133	3,765	4,615	4,445	5,456	5,226
221	228	252	302	377	243	362	351
179,447	179,187	234,033	215,577	264,288	232,465	351,041	306,461

## NOTES

1. Figures include Colonial Development and Welfare receipts and expenditure and grant-in-aid receipts. Generally only the net surplus or deficit from railways is included. Revenue figures include any receipts from development taxes. Expenditure figures include development expenditure. Expenditure figures for 1950 and 1951 also include development expenditure met from surplus balances. Loan expenditure, whether financed from loan funds or from advances pending loans, is excluded throughout. The 1950 and 1951 figures of expenditure exclude any appropriations to development or reserve funds.

2. The figures refer to the calendar year shown except for the following :—

Aden, Barbados, Gold Coast, Jamaica, Malta and Nigeria : 1st April to 31st March for all years (i.e. April, 1939–March, 1940 for the year 1939).

British Solomon Islands : 1st April to 31st March for the years 1939, 1947 and 1948 (i.e. April, 1939–March, 1940 for the year 1939 ; 1st April to 31st December only for 1949 ; and 1st January to 31st December for 1950 and 1951).

Mauritius and Tonga : 1st July to 30th June for all years (i.e. July, 1939–June, 1940 for the year 1939).

Cayman Islands and Turks and Caicos Islands : 1st January to 31st December for 1939 ; and 1st April to 31st March for 1947–1951.

Gilbert and Ellice Islands : 1st July, 1939 to 30th June, 1940 for the year 1939 ; 1st April to 31st March for 1947 and 1948 ; 1st April to 31st December only for 1949 ; and 1st January to 31st December for 1950 and 1951.

Hong Kong : 1st January to 31st December for the year 1939 ; and 1st April to 31st March for 1947 to 1951.

Somaliland Protectorate : 1st January to 31st December for the year 1939 ; 1st July, 1947, to 30th June, 1948, for the year 1947 ; 1st July, 1948 to 31st March, 1949 for 1948 ; and 1st April to 31st March for 1949, 1950 and 1951.

Labuan in 1939 is included with Malaya, and in 1946–1951 with North Borneo.

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

Aden, Mauritius and Seychelles	...	Re.	= 1s. 6d.
Caribbean Group (excluding B. Honduras)	...	\$ 4.80	= £1
British Honduras	... ..	1939 \$ 4.46	= £1
		1946–49 \$ 4.03	= £1 (*)
		1950 & 1951 \$ 4.00	= £1
British Solomon Islands, Gilbert and Ellice Islands, and Tonga	... ..	£A.125	= £100
Brunei, Federation of Malaya, North Borneo, Sarawak and Singapore	... ..	\$1	= 2s. 4d.
Fiji	... ..	£F. 111	= £100
Hong Kong	... ..	1939 \$1	= 1s. 2.75d.
		1946–51 \$1	= 1s. 3d.

4. Figures up to 1949 are actuals. The 1950 figures are actuals excepting Gold Coast, Singapore, Brunei, Malta, Jamaica, Cayman Islands, Turks and Caicos Islands, British Solomon Islands, Gilbert and Ellice Islands, Tonga and Mauritius. The 1951 figures are, for the most part, revised estimates, otherwise the approved estimates.

5. The following should be noted :—

*Kenya.*—The East African Joint Services are included in Revenue and Expenditure for all years.

*Northern Rhodesia.*—Expenditure in 1950 and 1951 excludes "Territorial" appropriations to reserve funds.

*Gold Coast.*—Revenue in 1951 includes proceeds of the special export duty on cocoa.

*Nigeria.*—Expenditure in 1950 and 1951 excludes appropriation to the Revenue Equalisation Fund.

*Hong Kong.*—Expenditure in 1950 includes \$50 million (£3,125,000) past and current loan expenditure charged to expenditure.

*Jamaica.*—In 1951 revenue includes a grant of £1,750,000 from H.M. Government for the repair of hurricane damage, expenditure on which is included under Expenditure.

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(\*) No allowance has been made for the change in the exchange rate from 4.03 dollars to 2.80 dollars in the period 18th September–30th December, and from 2.80 dollars to 4.00 dollars on 31st December.

## APPENDIX V (a)

MAJOR EXPORTS (BY VOLUME) OF THE  
COLONIAL TERRITORIES 1936, 1947-51 (1)

Commodity	Unit	Year					1951 (Provi- sional)
		1936	1947	1948	1949	1950 (2)	
<b>MINERALS</b>							
Asbestos ... ..	000 tons	10	7	8	11	15	15
Bauxite ... ..	"	170	1,386	2,004	1,903	1,698	2,132
Chrome Ore ... ..	"	—	28	15	32	32	25
Coal ... ..	"	47	157	97	63	3	99
Cobalt (alloy)... ..	"	0·9	0·9	1·1	1·4	1·8	1·5
Copper (3) ... ..	"	153	198	231	264	310	320
Diamonds ... ..	000 carats	2,076	1,440	1,523	1,666	1,739	2,230
Gold ... ..	000 fine ozs.	752	788	892	879	932	910
Iron Ore (4) ... ..	000 tons	2,179	619	996	1,436	1,664	1,970
Lead ... ..	"	—	16	15	3	14	13
Lime Phosphate ... ..	"	476	312	288	479	545	550
Manganese Ore ... ..	"	448	589	630	741	711	806
Petroleum Products (5)	"	2,230	4,793	6,228	7,371	8,016	9,640
Pyrites ... ..	"	220	353	370	480	645	714
Tin (a) Metal ... ..	"	83	32	47	55	82	65
(b) Ores and Con- centrates (6)	"	13	14	13	13	12	12
Zinc ... ..	"	20	19	23	23	23	23
<b>OILSEEDS, VEGETABLE OILS AND WHALE OIL</b>							
Benniseed ... ..	"	12	6	8	20	15	11
Coconut Oil ... ..	"	47	53	60	79	76	85
Copra ... ..	"	210	94	83	110	114	100
Cotton Seed ... ..	"	117	22	11	64	71	53
Groundnuts (decorti- cated) ... ..	"	295	302	302	425	357	190
Palm Kernels... ..	"	488	388	409	466	502	430
Palm Oil ... ..	"	194	170	189	229	226	200
Whale Oil ... ..	000 barrels	167	149	220	228	453	450
<b>FOODSTUFFS OTHER THAN EDIBLE OILS</b>							
Bananas ... ..	000 tons	396	122	164	187	159	145
Cocoa ... ..	"	412	301	321	379	380	365
Coffee ... ..	"	50	49	66	47	60	72
Molasses and Syrups	million galls.	28	16	14	17	22	22
Oranges ... ..	000 tons	23	13	18	23	27	30
Rice ... ..	"	27	22	24	28	29	30
Spices (a) Pepper ... ..	"	2·0	9·0	2·8	1·9	0·6	0·5
(b) Cloves ... ..	"	10·3	7·5	12·9	7·6	17·7	12·5
(c) Ginger ... ..	"	3·6	3·1	2·8	2·5	3·8	4·5
(d) Nutmegs ... ..	"	1·4	1·8	0·9	2·3	3·1	1·2
Sugar ... ..	"	984	966	1,043	1,232	1,196	1,300
Tea ... ..	"	7	12	11	10	12	13

(1) The figures in this appendix relate mainly to domestic exports (i.e., they exclude re-exports); where re-exports are not distinguished in the territorial trade returns, as in the case of Malaya, net exports (exports less imports) are given. In bringing the table up to date, opportunity has been taken to bring into account those territories whose exports of these commodities were previously insignificant but have gradually developed, and to make certain corrections of past figures in the light of fuller information.

(2) Including some provisional figures.

(3) Excluding the copper content of pyrites.

(4) Excluding Hong Kong, whose exports were insignificant until 1949. Its exports in that and subsequent years were (000 tons):—49 (1949); 172 (1950); and 160 (1951 estimate).

(5) The figures are for Sarawak and Trinidad only, Brunei's exports being included in Sarawak's total exports.

(6) Mainly Nigeria; the metal content of Nigerian tin concentrates is about 72%.

APPENDIX V (a)—continued.

Commodity	Unit	Year					1951 (Provi- sional)
		1936	1947	1948	1949	1950 (2)	
<b>OTHER AGRICULTURAL AND FORESTRY PRODUCTS</b>							
Cotton (raw) ... ..	000 tons	86	60	49	94	85	90
Hard Fibres							
(a) Piassava ... ..	"	4.0	3.9	3.3	3.8	7.5	9
(b) Sisal ... ..	"	119	121	149	167	156	182
(c) Others ... ..	"	3.5	6.0	3.0	3.1	4.4	5
Hides and Skins (7) ...	"	18	22	22	23	30	27
Pyrethrum ... ..	"	1	2	2	4	1	2
Rubber (raw) ... ..	"	387	700	749	746	753	695
Rum ... ..	million galls.	2.3	7.6	8.2	9.1	8.1	10
Tanning materials							
(a) Cutch ... ..	000 tons	8.3	1.2	3.4	6.1	6.4	6.5
(b) Gambier ... ..	"	2.2	1.2	0.3	0.3	0.3	—
(c) Mangrove Bark ...	"	5.0	8.8	5.0	1.7	1.1	1.5
(d) Wattle Bark ... ..	"	12.0	10.7	13.3	9.9	5.1	8.5
(e) Wattle Bark Extract ...	"	5.5	11.6	12.7	22.0	24.1	22.2
Timber (Hardwoods)	million cu. ft.	12	15	19	23	34	40
Tobacco (unmanufactured) ... ..	000 tons	7	12	15	16	16	20
Wool ... ..	"	2.8	2.8	2.8	2.5	3.6	3

(7) Raw cattle hides, goat, sheep and lamb skins, and tanned sheep and goat skins.

APPENDIX V (b)  
VOLUME INDICES OF COLONIAL EXPORTS  
(1948 = 100)

Year	Minerals	Oilseeds, vegetable oil and whale oil	Foodstuffs other than edible oils	Other agricultural and forestry products	Total
1936	89	118	116	64	90
1946	59	76	97	61	71
1947	81	95	95	94	91
1948	100	100	100	100	100
1949	114	127	111	109	113
1950	136	129	114	110	120
1951 (Provisional)	139	108	115	109	118

Note: The indices in the table above supersede the index of the volume of colonial exports (1946=100) which first appeared in the Report for 1948-49 (Cmd. 7715, para. 239). They are based on all the items appearing in Appendix V (a). The calculation is in "Laspeyre" form, the weights being quantities in 1948 multiplied by the average unit export values for the three years 1948 to 1950.

APPENDIX VI  
**MAJOR IMPORTS, 1949-51**  
 (a) Cotton Piece Goods

141

Million square yards

Importing Territories	Year	Sources of Supply					
		Total	Of which :—				
			U.K.	India	Japan	U.S.A.	Germany
Total Imports (1) ...	1949	877	276	209	227	33	37
	1950	937	228	469	161	7	13
	1951	865	224	390	157	19	12
Of which :—							
East and Central Africa	1949	223	45	94	60	2	1
	1950	143	26	82	29	—	—
	1951	117	21	53	32	—	1
West Africa ...	1949	307	164	26	54	1	35
	1950	257	133	38	53	—	11
	1951	227	121	30	38	—	9
Malaya (2) ...	1949	176	32	43	47	22	—
	1950	349	36	242	45	3	1
	1951	345	52	204	60	12	2
West Indies ...	1949	43	19	—	13	8	—
	1950	49	18	11	14	3	—
	1951	33	14	5	5	6	—

(1) Excluding Hong Kong, Brunei, Sarawak, and North Borneo.

(2) A substantial proportion is subsequently re-exported.

Note : 1951 figures are provisional.

(b) Cement

Thousand tons

Importing Territories	Year	Sources of Supply				
		Total	Of which :—			
			U.K.	Japan	Belgium	Germany
Total (1) ...	1949	1,096	769	83	51	1
	1950	1,365	999	122	21	9
	1951	1,500	900	260	150	25
Of which :—						
East and Central Africa ...	1949	286	164	1	24	1
	1950	326	214	—	—	—
	1951	150	120	—	3	3
West Africa ...	1949	339	307	—	25	—
	1950	351	315	—	20	9
	1951	550	410	—	90	18
Malaya ...	1949	160	102	16	—	—
	1950	271	168	50	1	—
	1951	311	91	175	3	4
Hong Kong ...	1949	84	1	66	—	—
	1950	88	5	72	—	—
	1951	90	1	85	—	—
West Indies ...	1949	128	121	—	—	—
	1950	201	199	—	—	—
	1951	150	145	—	—	—

(1) Excluding Brunei, North Borneo, and Sarawak.

Note : 1949 and 1950 figures contain some estimation. 1951 figures are provisional.

(c) Machinery

£000

Year	Importing Territories					
	East Africa (1)	Northern Rhodesia	West Africa (2)	Malaya	Hong Kong	West Indies (3)
1949 ... ..	12,951	3,852	5,221	6,504	3,852	6,210
1950 ... ..	10,692	6,234	6,553	8,688	3,913	7,269
1951 ... ..	10,800	6,300	8,000	13,292	5,900	9,000

(1) Kenya, Uganda and Tanganyika.

(2) Gold Coast, Nigeria, and Sierra Leone.

(3) British Guiana, Barbados, Jamaica and Trinidad.

Note : 1951 figures are provisional.

(d) Iron and Steel

I. Unworked or in primary forms

Tons

Importing Territories	Year	Sources of Supply						
		Total	Of which :—					
			U.K.	Belgium	Southern Rhodesia	Malaya	Indonesia	U.S.A.
Total ... ..	1949	16,228	853	298	4,081	3,525	2,351	1,696
	1950	22,271	2,677	2,207	5,371	2,432	5,743	38
	1951	33,614	2,578	6,858	6,605	3,618	915	74
Of which :— Malaya ... ..	1949	3,193	110	10	—	—	2,351	—
	1950	9,597	1,319	1,118	—	—	5,743	—
	1951	15,877	1,670	6,612	—	—	915	—
Northern Rhodesia	1949	4,117	36	—	4,081	—	—	—
	1950	5,484	—	—	5,371	—	—	—
	1951	6,645	—	—	6,605	—	—	—
Hong Kong	1949	8,263	313	91	—	3,525	—	1,696
	1950	5,402	959	121	—	2,432	—	38
	1951	10,959	885	246	—	3,618	—	74
Cyprus ... ..	1949	655	394	197	—	—	—	—
	1950	1,788	399	968	—	—	—	—
	1951	133	23	—	—	—	—	—

Note : 1951 figures are provisional.

## II. Rolled, cast, forged or drawn

Tons

Importing Territories	Year	Sources of Supply						
		Total	Of which :—					
			U.K.	Belgium	Japan	France	Germany	U.S.A.
Total ...	1949	400,419	213,363	54,161	9,839	17,840	4,118	80,709
	1950	515,271	265,375	58,415	39,844	36,627	30,235	56,252
	1951	593,201	242,393	140,810	69,601	60,347	28,063	15,908
Of which :—								
East and Central Africa (1)	1949	100,645	68,892	14,587	—	557	1,737	5,790
	1950	107,114	84,356	3,954	697	4,867	3,474	2,933
	1951	108,530	64,700	19,620	2,900	6,750	4,280	460
West Africa (2)	1949	66,776	47,612	11,406	6,781	316	45	7
	1950	71,577	39,301	5,225	14,291	1,744	1,401	171
	1951	76,100	35,264	13,224	20,972	2,538	1,241	128
Malaya ...	1949	75,333	30,659	20,819	536	—	2,053	17,721
	1950	101,829	50,491	18,977	3,129	4,227	9,154	9,294
	1951	141,552	47,360	34,422	20,403	15,643	6,269	6,449
Hong Kong	1949	92,871	17,851	6,484	2,522	12,548	68	49,003
	1950	167,196	36,526	28,950	21,726	20,782	8,812	37,964
	1951	200,414	48,188	67,247	24,992	31,100	14,478	4,536
Trinidad ...	1949	39,023	29,558	319	—	51	157	6,895
	1950	37,366	31,174	281	—	147	753	4,707
	1951	34,695	29,826	2,666	114	258	211	1,425

(1) Kenya, Uganda, Tanganyika, and Northern Rhodesia.

(2) Gold Coast and Nigeria.

Note : 1951 figures are provisional.

## III. Manufactures

£000

Year	Importing Territories					
	East Africa (1)	Northern Rhodesia	West Africa (2)	Malaya	Hong Kong	West Indies (3)
1949 ...	6,326	1,221	5,563	3,594	2,501	2,496
1950 ...	4,759	1,669	4,024	4,230	2,672	2,219
1951 ...	6,358	1,912	4,790	8,393	4,584	2,512

(1) Kenya, Uganda, and Tanganyika.

(2) Gold Coast and Nigeria.

(3) Barbados, Jamaica, and Trinidad.

Note : The main items covered are :—

- (a) finished structural parts of iron and steel including assembled structures ;
- (b) wire netting, fencing, wire mesh and expanded metal ;
- (c) holloware ;
- (d) nails, bolts, nuts, washers, etc. ;
- (e) hardware, furniture, sanitary ware, hand tools, etc.

Owing to differences in the trade classifications used by various territories there are minor differences in the range of products included for each territory. 1951 figures are provisional.

## (e) Vehicles and Parts

Importing Territories	Year	Sources of Supply											
		Motor Cars (number)				Commercial Vehicles (number)				Bodies, Chassis, and Parts £000			
		Total	Of which :—			Total	Of which :—			Total	Of which :—		
			U.K.	U.S.A.	Canada		U.K.	U.S.A.	Canada		U.K.	U.S.A.	Canada
Total ... ..	1949	31,723	26,507	2,438	1,050	9,789	6,995	1,467	751	8,291	5,382	2,113	545
	1950	27,526	24,127	1,087	494	11,834	10,310	506	428	9,650	6,721	1,887	449
	1951	42,300	35,500	1,680	1,200	14,600	11,450	900	1,140	13,050	8,880	1,660	610
Of which :—										(a)			
East and Central Africa ...	1949	9,290	7,528	962	268	3,520	1,978	811	220	2,121	2,183	565	256
	1950	6,555	5,106	479	94	3,886	3,146	123	82	2,799	2,144	342	157
	1951	8,370	5,930	500	60	4,640	3,280	260	170	2,900	2,100	290	120
West Africa ... ..	1949	4,376	3,815	366	41	2,643	2,240	235	164	2,541	2,074	354	84
	1950	4,129	3,703	210	38	2,969	2,545	214	177	3,713	3,049	419	135
	1951	6,250	5,730	150	4	2,210	1,580	340	260	5,000	4,000	450	230
Malaya ... ..	1949	6,458	5,254	291	541	1,747	1,221	204	322	1,015	318	522	122
	1950	6,539	6,004	43	14	2,925	2,694	64	163	1,045	546	291	72
	1951	16,535	13,449	754	789	5,799	4,843	179	688	2,600	1,320	570	160
Hong Kong ... ..	1949	2,703	1,969	405	102	151	66	44	6	899	306	516	32
	1950	1,908	1,618	127	122	95	71	22	—	1,325	446	697	30
	1951	2,280	1,770	150	280	432	217	—	10	1,560	840	150	40
West Indies ... ..										(b)			
	1949	4,436	4,144	231	37	1,226	1,079	129	18	427	242	134	46
	1950	4,639	4,393	84	22	1,592	1,488	81	6	465	278	125	52
	1951	5,000	4,680	100	30	1,270	1,200	60	5	450	260	130	55

(a) Kenya, Uganda, Tanganyika, and Northern Rhodesia.

(b) Jamaica and Trinidad only.

Note : 1951 figures are provisional.





## DESTINATION OF EXPORTS FROM

	U.K.	Other parts of Sterling Area		U.S.A. and dependencies and Philippines	Canada and Newfoundland	Central and South America excluding dependent territories
		Colonial territories (a)	Other			
<b>EAST AFRICA</b>						
1937 ... ..	4.18	.315	4.09	.662	.543	.096
1938 ... ..	4.14	.332	3.65	.716	.459	.043
1948 ... ..	17.6	2.17	11.4	2.56	1.96	.117
1949 ... ..	18.3	2.34	16.1	4.60	.656	.100
1950 ... ..	25.2	2.14	20.3	7.17	1.53	.567
1951 (b) ...	37.7	3.33	25.3	12.1	2.86	.451
<b>WEST AFRICA</b>						
1937 ... ..	18.6	.468	.314	6.06	.374	.003
1938 ... ..	13.8	.334	.210	2.07	.072	.001
1948 (c) ...	73.5	1.42	3.09	25.8	3.12	—
1949 (c) ...	91.6	.611	3.39	20.7	1.28	.008
1950 (c) ...	104	.763	3.39	36.7	2.45	.035
1951 (b) ...	144	1.13	3.83	47.5	1.63	.024
<b>MALAYA</b>						
1937 ... ..	11.7	2.76	8.40	46.6	3.01	.902
1938 ... ..	9.57	2.54	7.19	20.1	2.05	.534
1948 ... ..	27.5	11.3	21.1	54.2	5.17	1.98
1949 ... ..	24.2	15.8	26.4	51.5	4.24	2.64
1950 ... ..	64.0	35.2	42.0	124	11.5	7.65
1951 (b) ...	142	40.0	76.2	141	18.0	23.0
<b>WEST INDIES</b>						
1937 ... ..	8.51	1.18	.089	1.84	3.61	.334
1938 ... ..	8.27	1.18	.240	1.51	4.00	.116
1948 ... ..	23.9	4.03	.709	3.40	9.36	4.14
1949 ... ..	24.3	4.40	.750	3.48	13.0	3.97
1950 ... ..	26.6	6.19	.932	5.38	17.1	5.62
1951 (b) ...	32.6	6.14	.401	7.38	17.9	6.26
<b>TOTAL (excluding HONG KONG)</b>						
1937 ... ..	55.2	8.97	14.9	56.5	8.31	1.56
1938 ... ..	45.7	7.68	14.0	25.5	7.14	.810
1948 ... ..	178	33.3	50.9	90.8	21.6	6.32
1949 ... ..	198	35.4	61.2	88.0	22.1	6.81
1950 ... ..	271	97.5	84.8	190	37.3	15.7
1951 (b) (1st half)	213	68.2	68.6	138	23.8	18.2
(2nd half)	214	48.2	63.8	83.5	19.8	13.7
(Total) ...	427	116	132	222	43.4	31.9
<b>HONG KONG</b>						
1937 ... ..	1.31	3.21	1.05	3.40	.178	.271
1938 ... ..	1.33	2.65	1.10	3.85	.140	.133
1948 ... ..	4.69	15.1	6.28	18.1	.469	.707
1949 ... ..	8.73	17.4	11.5	21.1	.935	.641
1950 ... ..	10.5	37.5	15.3	24.5	.635	1.63
1951 (b) (1st half)	7.78	34.4	13.8	6.84	.683	.660
(2nd half)	5.64	16.9	8.85	7.64	.341	.724
(Total) ...	13.4	51.3	22.6	14.5	1.02	1.38

(a) Including exports to territories within the regional group (except for East Africa).

(b) Provisional.

(c) Including adjustments for the undervaluation in the Trade Returns of centrally marketed products 1948-1950.

## THE COLONIAL TERRITORIES, 1937-38, 1948-51

£ million (f.o.b.)

Non-sterling O.E.E.C. countries		Other European countries	Other Asian and African countries	Un- classified	Total	
Metro- politan	Overseas					
						<b>EAST AFRICA</b>
2.52	.462	-.098	1.65	.309	14.9	1937
1.61	.500	-.110	.619	.296	12.5	1938
2.45	.734	-.112	1.91	1.42	42.5	1948
6.74	.604	1.62	4.03	1.48	56.5	1949
10.5	1.01	-.213	3.49	1.46	73.6	1950
25.6	1.09	-.232	3.28	1.66	114	1951 (b)
						<b>WEST AFRICA</b>
12.7	-.278	-.470	.067	-.012	39.3	1937
6.44	-.235	-.313	.095	-.013	23.6	1938
10.2	3.25	3.36	.289	.494	124	1948 (c)
13.6	.424	2.41	.029	4.24	138	1949 (c)
16.3	1.29	2.17	.059	5.98	174	1950 (c)
23.5	1.50	-.481	-.014	8.60	232	1951 (b)
						<b>MALAYA</b>
16.7	-.303	-.373	14.2	1.64	107	1937
10.8	-.254	-.462	13.7	1.81	69.1	1938
29.7	1.34	14.9	34.1	4.08	205	1948
31.7	1.08	10.7	28.1	4.72	201	1949
82.5	1.62	20.7	67.7	11.4	468	1950
120	2.87	28.1	97.5	19.8	708	1951 (b)
						<b>WEST INDIES</b>
1.08	-.715	-.011	-.434	-.967	18.8	1937
.787	-.804	-.017	.749	-.905	18.6	1938
1.64	1.44	—	1.19	4.99	54.8	1948
1.78	2.35	-.042	1.03	4.95	60.1	1949
2.52	-.526	—	.667	9.52	75.1	1950
3.88	3.77	-.040	.409	11.3	90.1	1951 (b)
						<b>TOTAL (excluding HONG KONG)</b>
40.6	2.57	1.01	18.2	4.67	212	1937
27.5	2.64	1.15	16.5	4.35	153	1938
50.1	12.0	18.6	46.0	38.2	546	1948
64.0	5.51	15.2	51.0	46.2	594	1949
130	5.60	23.5	95.8	61.8	1,013	1950
111	5.03	19.3	68.4	53.3	786	1951(b)(1st half)
78.4	6.28	10.6	53.9	36.0	628	(2nd half)
189	11.3	29.9	122	89.3	1,414	(Total)
						<b>HONG KONG</b>
1.45	2.57	—	15.6	.151	29.2	1937
2.09	1.45	—	18.5	.775	32.0	1938
3.73	9.73	-.937	37.6	1.72	98.9	1948
5.08	18.2	-.134	59.9	1.37	145	1949
10.8	14.5	-.040	115	1.60	232	1950
6.45	8.93	-.017	96.2	.998	177	1951(b)(1st half)
3.96	7.58	—	47.6	1.11	100	(2nd half)
10.4	16.5	-.017	144	2.11	277	(Total)

Notes : (1) The table refers in all years to the territories which were colonial territories in 1950.

(2) Indonesia has been classified in all years under " Other Asian and African Countries ".

(3) Bullion, specie and currency notes are excluded with the exception of gold exported from the producing territories.

## SOURCES OF IMPORTS INTO

	U.K.	Other parts of Sterling Area		U.S.A. and dependencies and Philip-pines	Canada and New-foundland	Central and South America excluding dependent territories
		Colonial territories (a)	Other			
<b>EAST AFRICA</b>						
1937 ... ..	4.38	.113	.770	1.09	.203	—
1938 ... ..	4.30	.157	.738	1.00	.150	.001
1948 ... ..	32.0	2.03	7.59	5.55	1.12	.007
1949 ... ..	39.8	3.62	9.99	5.87	.670	—
1950 ... ..	38.9	3.04	10.5	3.82	.315	.027
1951 (b) ...	45.0	4.88	15.9	3.30	.444	.014
<b>WEST AFRICA</b>						
1937 ... ..	15.5	.514	1.50	2.41	.288	.168
1938 ... ..	10.0	.406	.939	1.56	.153	.063
1948 ... ..	43.2	1.54	4.56	7.19	1.12	.340
1949 ... ..	60.4	1.45	7.11	5.27	1.17	.942
1950 ... ..	69.1	1.68	7.89	5.38	.629	.302
1951 (b) ...	84.5	5.26	7.63	7.56	.961	.451
<b>MALAYA</b>						
1937 ... ..	12.4	5.64	7.42	1.92	.622	.089
1938 ... ..	11.9	4.17	6.74	2.06	.579	.291
1948 ... ..	39.6	20.9	27.7	25.5	2.66	1.20
1949 ... ..	45.7	20.9	31.8	13.3	2.14	1.32
1950 ... ..	59.0	37.4	42.9	10.5	1.92	.617
1951 (b) ...	93.5	53.4	54.8	25.7	3.94	.649
<b>WEST INDIES</b>						
1937 ... ..	7.76	1.30	1.15	3.89	3.08	.936
1938 ... ..	7.45	1.09	1.26	4.10	2.99	.562
1948 ... ..	24.4	3.94	2.66	12.9	15.2	8.00
1949 ... ..	30.9	3.97	3.59	12.2	11.5	8.03
1950 ... ..	36.7	5.46	6.09	9.99	9.77	9.72
1951 (b) ...	41.8	3.84	4.86	11.2	12.6	15.6
<b>TOTAL (excluding HONG KONG)</b>						
1937 ... ..	47.1	10.7	18.2	12.0	5.13	1.39
1938 ... ..	41.4	8.97	17.3	11.4	4.72	1.15
1948 ... ..	174	40.5	61.6	61.5	24.8	10.1
1949 ... ..	216	44.0	78.1	46.6	19.6	10.7
1950 ... ..	252	95.2	92.5	40.5	16.6	11.9
1951 (b) (1st half)	146	62.6	61.7	27.3	9.21	7.91
(2nd half)	176	58.1	63.4	33.2	12.6	10.1
(Total)	322	121	125	60.6	21.9	18.0
<b>HONG KONG</b>						
1937 ... ..	2.92	.767	2.16	3.40	.382	.104
1938 ... ..	3.53	.655	2.08	3.56	.386	.092
1948 ... ..	18.8	6.91	10.4	24.8	2.27	.208
1949 ... ..	24.2	7.69	17.5	36.9	3.61	.351
1950 ... ..	25.3	22.2	23.5	42.0	3.13	1.05
1951 (b) (1st half)	17.8	24.4	18.0	12.2	2.28	1.30
(2nd half)	20.9	7.36	8.62	11.9	3.21	2.74
(Total)	38.7	31.7	26.7	24.1	5.49	4.04

(a) Including imports from territories within the regional group (except for East Africa).  
(b) Provisional.

DIX VIII

## THE COLONIAL TERRITORIES, 1937-38, 1948-51

£ million (c.i.f.)

Non-sterling O.E.E.C. countries		Other European countries	Other Asian and African countries	Un- classified	Total	
Metro- politan	Overseas					
						<b>EAST AFRICA</b>
1-90	·110	·163	2·85	·039	11·6	1937
1-51	·057	·144	2·05	·060	10·2	1938
5-03	·117	1·01	4·11	·061	58·6	1948
6-91	·009	·696	7·52	·023	75·1	1949
6-83	·127	·709	6·94	·024	71·2	1950
20-1	·149	1·54	10·2	2·15	104	1951 (b)
						<b>WEST AFRICA</b>
5-86	·529	·807	1·77	·009	29·3	1937
2-96	·537	·361	·915	·006	17·9	1938
10-8	2·64	1·68	2·14	2·12	77·3	1948
13-1	·710	2·31	9·48	8·91	110	1949
13-0	3·73	1·61	9·46	3·12	116	1950
29-8	5·57	2·04	12·9	2·31	159	1951 (b)
						<b>MALAYA</b>
4-15	1·63	·456	45·0	·028	79·3	1937
3-70	1·77	·483	32·0	·565	64·3	1938
9-02	3·58	1·62	76·6	—	208	1948
14-1	2·85	1·01	83·0	—	216	1949
21-9	2·28	1·62	157	5·10	340	1950
50-8	5·00	2·40	263	1·95	555	1951 (b)
						<b>WEST INDIES</b>
1-53	·206	·147	·477	·225	20·7	1937
1-64	·215	·143	·744	·196	20·4	1938
1-88	·979	·230	·211	·492	70·9	1948
2-44	·949	·230	·797	1·35	75·9	1949
4-24	1·23	·576	1·63	1·42	86·9	1950
5-92	·897	·424	2·34	4·89	104	1951 (b)
						<b>TOTAL (excluding HONG KONG)</b>
16-3	3·24	2·68	53·2	1·36	171	1937
12-4	3·41	2·20	38·6	1·68	143	1938
34-2	9·38	6·30	160	28·6	551	1948
44-4	6-48	5-17	124	30-1	625	1949
55-9	9-34	5-40	203	33-5	816	1950
54-4	5-80	3-28	177	21-8	577	1951 (b)(1st half)
66-6	8-86	3-95	136	24-9	593	(2nd half)
121	14-7	7-23	313	46-7	1,170	(Total)
						<b>HONG KONG</b>
3-67	2-55	·011	22-4	·249	38-6	1937
3-87	2-15	·009	22-0	·297	38-6	1938
13-3	7-45	·181	43-4	2-06	130	1948
14-8	6-20	1-06	57-8	1-69	172	1949
21-0	8-48	1-31	87-2	1-50	237	1950
27-6	4-51	·939	52-2	·769	162	1951 (b)(1st half)
33-6	5-39	1-27	46-9	·476	142	(2nd half)
61-2	9-90	2-21	99-1	1-25	304	(Total)

Notes : (1) The table refers in all years to the territories which were colonial territories in 1950.

(2) Indonesia has been classified in all years under " Other African and Asian Countries ".

(3) Bullion, specie and currency notes are excluded.

## APPENDIX IX

## AREA AND POPULATION OF THE COLONIAL TERRITORIES

	<i>Area</i> (square miles)	<i>Population</i> (1950 mid-year estimate)
ALL TERRITORIES ... ..	1,960,000 (1)	70,000,000
EAST AND CENTRAL AFRICA		
Somaliland Protectorate ... ..	68,000	500,000
Kenya ... ..	224,960 (including water 5,230)	5,635,000 (2)
Uganda ... ..	93,981 ( " " 13,689)	5,147,000 (2)
Tanganyika ... ..	362,688 ( " " 19,982)	7,707,000 (2)
Zanzibar and Pemba ... ..	1,020	269,000
Northern Rhodesia ... ..	288,130 (including water 3,000)	1,947,000 (3)
Nyasaland ... ..	48,444 ( " " 10,516)	2,330,000
WEST AFRICA		
Gambia ... ..	4,003	273,000
Gold Coast (including Togoland) ... ..	91,843	4,333,000 (3)
Togoland ... ..	13,041	404,000 (3)
Nigeria (including Cameroons) ... ..	372,674	25,000,000
Cameroons ... ..	34,081	1,000,000
Sierra Leone ... ..	27,925	1,950,000
EASTERN GROUP		
Federation of Malaya ... ..	50,690	5,337,000 (3)
Singapore (4) ... ..	224	1,042,000 (3)
Christmas Island ... ..	62	1,500 (3)
Cocos-Keeling Island ... ..	5	1,200 (3)
Brunei ... ..	2,226	46,000
North Borneo ... ..	29,387	334,000 (3)
Sarawak ... ..	47,071	562,000
Hong Kong ... ..	391	2,260,000
MEDITERRANEAN		
Cyprus ... ..	3,572	492,000 (3)
Gibraltar ... ..	2 $\frac{1}{2}$	23,000 (3)
Malta and Gozo ... ..	122	312,000
WEST INDIES GROUP		
Barbados ... ..	166	209,000
British Guiana ... ..	83,000	420,000
British Honduras ... ..	8,867	67,000
Jamaica (4) ... ..	4,411	1,403,000
Cayman Islands ... ..	93	7,000
Turks and Caicos Islands ... ..	202	6,600
Leeward Islands		
Antigua ... ..	171	46,000 (3)
Montserrat ... ..	32	13,500
St. Christopher-Nevis ... ..	153	48,000
Virgin Islands ... ..	67	500
Trinidad and Tobago ... ..	1,980	627,000
Windward Islands		
Dominica ... ..	305	54,000
Grenada ... ..	133	77,000
St. Lucia ... ..	233	79,000
St. Vincent ... ..	150	67,000
WESTERN PACIFIC GROUP		
Fiji ... ..	7,040	289,000
British Solomon Islands ... ..	11,500	100,000
Gilbert and Ellice Islands ... ..	369	39,000 (3)
New Hebrides ... ..	5,700	49,000
Pitcairn ... ..	2	130 (2)
Tonga ... ..	269	46,000
ATLANTIC AND INDIAN OCEAN		
Bahamas ... ..	4,402	79,000
Bermuda ... ..	21	37,000
Falkland Islands (4) ... ..	4,618	2,200
St. Helena (4) ... ..	47	4,700 (3)
Ascension ... ..	34	170
Tristan da Cunha ... ..	38	260
Aden Colony and Perim ... ..	80	100,000
Protectorate ... ..	112,000	650,000
Mauritius and Dependencies ... ..	809	508,000 (3)
Seychelles ... ..	156	36,000

(1) Excluding area of Falkland Island Dependencies. (3) 1951 mid-year estimate.  
 (2) December, 1950 estimate. (4) Excluding Dependencies.