



LABOUR CONDITIONS IN WEST AFRICA

REPORT BY

Major G. St. J. Orde Browne, O.B.E.

(Labour Adviser to the Secretary of State for the Colonies.)

*Presented by the Secretary of State for the Colonies to Parliament
by Command of His Majesty
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Colonial Office,
London, S.W. 1.

July, 1940.

The Right Honourable LORD LLOYD OF DOLOBRAN, G.C.S.I.,
G.C.I.E., D.S.O.

MY LORD,

I have the honour to present herewith my report on labour conditions in West Africa.

Terms of reference.—I was instructed to investigate and report upon labour conditions in Nigeria, the Gold Coast, Sierra Leone and the Gambia.

Extent of investigation.—I left England on the 2nd of November, 1939, and arrived at Lagos on the 18th of November. I departed from Freetown on the 17th of April, 1940, arriving in England on the 2nd of May. I append a detailed itinerary of my travels. While in West Africa I covered approximately 1,750 miles by rail, 3,250 miles by road, 1,610 miles by water and 2,100 miles by air; existing conditions rendered the planning of journeys somewhat difficult, the Gambia in particular being served very irregularly.

Form of report.—I present my report in sections; firstly a general report on matters common to all four West African territories, and subsequently, special reports on each of the Dependencies with reference to the particular circumstances obtaining there.

Acknowledgment.—I wish to express my appreciation of the help afforded me in my investigation both by the Governments concerned and also by such bodies as the local Chambers of Mines, Commerce, etc., missionary societies, and numerous members of the general public whose help went far to facilitate my task. I carried out my investigations in an informal manner and interviews were not in public; I thus had the advantage of a considerable amount of confidential information.

I desire to record my appreciation of the constant help accorded me in planning and carrying out my tour.

I was accompanied throughout by Mr. C. S. Roberts of the Colonial Office staff who was of great assistance to me in the collection of material and the compilation of my report.

I have, etc.,

G. ST. J. ORDE BROWNE,

Labour Adviser.

ITINERARY.

1939.

November 2nd. Left England.
 18th. Arrived Lagos (Nigeria).
 25th. To Cotonou (French Dahomey).
 26th. To Buca (Cameroons under British Mandate).

December 3rd. To Kumba.
 5th. To Mbonge.
 6th. To Ndian.
 8th. To Mbonge.
 9th. To Kumba.
 12th. To Duala (Cameroons under French Mandate)
 13th. To Lagos (Nigeria).
 15th. To Minna.
 19th. To Kaduna.
 20th. To Zaria.
 21st. To Kano.
 23rd. To Jos.

1940.

January 7th. To Enugu.
 11th. To Onitsha.
 12th. To Sapele.
 13th. To Benin.
 16th. To Akure.
 19th. To Ibadan.
 21st. To Lagos.
 31st. Left Lagos.

February 2nd. Arrived Takoradi (Gold Coast) and proceeded to Sekondi.
 7th. To Tarkwa.
 10th. To Prestes.
 12th. To Bibiani.
 14th. To Kumasi.
 19th. To Obuasi.
 24th. To Kumasi.
 26th. To Accra.

March 8th. To Cape Coast.
 11th. To Takoradi.
 13th. Left Takoradi.
 17th. Arrived Freetown (Sierra Leone).
 19th. To Marampa.
 21st. To Makeni.
 22nd. To Bo.
 24th. To Konema.
 25th. To Yengema.
 27th. To Bo.
 28th. To Njala.
 30th. To Freetown.

April 5th. To Bathurst (Gambia).
 11th. To Freetown (Sierra Leone).
 17th. Left Freetown.

May 2nd. Arrived in England.

PART I.

GENERAL.

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Introductory.—The four British West African Dependencies differ in various ways from those in other parts of the continent, and the history of their development is of some importance in obtaining a comprehension of the existing situation. The coast-line has been in contact with European influences for several hundred years, but penetration inland is of comparatively recent date, and this produces marked differences between the conditions on the sea-board and those up-country.

2. The earliest European settlements in West Africa were made by the Spaniards and Portuguese when the foundations of their two colonial empires were being laid. These establishments were little more than trading posts intended chiefly to exploit local products such as gold, ivory, and to an increasing extent.

slaves; the old names for certain sections of the Coast commemorate these activities. Profits were so considerable that rivals followed at an early date. The British, French, Brandenburgers, Danes, and Dutch all obtained footholds at various points and seized whatever share of the local traffic they could obtain. In the Gold Coast, Christiansborg Castle, now the Governor's residence, was left by the Danes in 1850, while the Dutch were still established in the vicinity until 1871. Portuguese possessions in West Africa were reduced to their small Colony of Guinea, and the Spaniards were restricted to a limited area in Ria de Oro and the islands of Fernando Po. French influence on the contrary was extending to the interior, until it largely surrounded the Colonies of other nations, cutting them off from each other. Towards the end of the 19th century a new element was introduced by the establishment of the German Colonies of Togoland and the Cameroons; these came under French and British administration by mandate after the late war. Another extraneous influence arose from the establishment of the independent country of Liberia, founded as a home for freed slaves from America. A somewhat similar effort under the British flag was made in Sierra Leone where Freetown was established by British philanthropic endeavour with Governmental approval.

3. The bellicose 18th century saw a series of struggles between competing nationalities, and the development of the various Colonies therefore took place in an atmosphere of rivalry and competition. Boundaries were maintained with a view to commercial advantages in which the slave trade played a prominent part. The disappearance of these motives has left the existing boundaries largely meaningless, considerations of political economy or ethnology having been disregarded. The development of the hinterland accordingly took place with especial reference to the ports to be served; communications were from the coast to the interior, and travel between the various Colonies was ignored if not positively discouraged. This accounts for the anomaly of the river Gambia with its great potentialities as a waterway being dominated by a narrow strip of British territory, which hampered its full use for the exports from the surrounding French Colonies and thus made necessary the building of a railway for this purpose on French soil. Elsewhere the same effect is conspicuous, Nigeria being virtually cut off, except by sea, from its mandated dependency, the Cameroons.

4. The 19th century saw the abandonment of the trading post policy and a steady penetration into the interior. There, contact was made with the important native states which had established their sway over considerable areas; recurrent warfare between these powers had restricted development of the land but had established the successful rulers in formidable

strength. After some serious resistance these various native powers accepted European suzerainty, until British and French influence was definitely established early in the 20th century. The conclusion of the late war largely eliminated the former rivalry and constant attempts at encroachment by the various European powers, and intercommunication began to be developed to a limited degree; this was facilitated by the introduction of air services between West Africa and Europe which necessitated a certain measure of international co-operation in the use of aerodromes. Nevertheless, the heritage of isolation still largely persists and any system of good continuous road communication has yet to be created.

5. These circumstances, however, affected the European Governments rather than the native inhabitants; the African, as usual, disregarded the imposition of international boundaries and took advantage of the establishment of general peace to travel freely, as trading facilities or other attractions influenced him. There is in consequence a considerable flow of travellers across the various frontiers, and the undeveloped French territories of the interior send large numbers of their people to work in the British Colonies, where they usually remain for a few months only, subsequently returning home with their savings. The fact that such migration involves several different European administrations has led to a lack of attention to the subject; a comprehensive study of these labour migrations with their general effect upon the native peoples affected has been hitherto impossible. Collaboration between the Governments concerned in this matter has not so far been attempted, and the details of the numbers involved, the distances travelled and the period of stay are still largely unknown. This forms a somewhat perplexing element in the general West African labour position and handicaps the formation of any considered policy.

6. *Introduction of Wage-earning.*—Until a comparatively recent date the West African Colonial Dependencies relied almost exclusively upon agriculture both for subsistence and for cash, the main exportable crops being cocoa, palm oil, and groundnuts, which in the various Colonies produced at one time quite considerable wealth. There was a limited amount of gold mining on primitive lines which was in existence several hundred years ago. This, however, was the exploitation of alluvial gold by elementary means, depending mainly on individual effort and enterprise. Tin mining was showing promise in Nigeria, where the coal mine at Enugu had also been worked since before the Great War.

7. During the last decade prices have fluctuated considerably with a general downward tendency, and the money received for the crops was sometimes little more than half the earlier figures; this seriously affected the spending power of the people and, in

consequence, the important share of Government finances derived from customs duties. Revenue therefore decreased rapidly and the rise in the standard of living of the people was largely checked. Plantations under European management had never been developed in British West Africa, the land being retained exclusively in native hands; an important exception is to be found in the British Cameroons where the former German administration had encouraged European plantations on a large scale.

8. There were thus few alternative means of obtaining ready money, since opportunities for wage-earning were restricted to industry, with certain very limited openings in mines and timber concessions. The mining development which has taken place (except in the Gambia) on a considerable scale during the last ten years was therefore very welcome both to the Governments and to the peoples concerned; the peasant proprietor who found his cocoa or palm kernels providing him with a moiety of his former profit, was glad to go to work for a few months for regular wages which enabled him to save a small, though welcome, sum of ready money. The gold industry was developed, valuable diamond fields were discovered, while tin, iron, bauxite, chromite and certain other minerals on a small scale, all grew in importance. Thus there sprang up the habit of working for wages on a considerable and methodical scale, which had previously been represented mainly by employment on public works and similar occupations, the peasant farmer's limited utilisation of immigrant labour being scarcely classifiable as regular wage-earning.

9. There was accordingly an ample supply of labour for the new enterprises, and the mines, unlike those in most other parts of Africa, found themselves in the fortunate position of being normally able to obtain all the man-power that they needed. Consequently, the usual accompaniments of such development, in the shape of recruiting, organised transport, a written contract, etc., did not appear; the men themselves came to seek work at the various employment centres, thus rendering any organisation superfluous and obscuring the important social change represented by the introduction of wage-earning. The innovation was consequently unobtrusive and the Colonial Governments remained hardly aware of its implications. Labour therefore attracted little attention and it was only when complications and disturbances began to arise that the subject received consideration. The experience of other Dependencies reinforced the need for investigation, and in the last two or three years a beginning was made with the creation of the machinery necessary for the proper supervision of large bodies of employees. Such arrangements were, however, on a modest scale and the information, statistics, and other particulars essential for a proper understanding of labour conditions are still largely lacking.

10. *Detribalisation.*—The effect of wage-earning employment on the local population has not so far been very marked. Labour is mainly migrant, and the big undertakings have not been sufficiently long established for a stabilised labour force to have come into being. Instances where men have worked for two or three years continuously are common, and a small proportion may have stayed for considerably longer periods, but the great bulk of the employees maintain contact with their village homes and eventually return there to resume their place in the tribe. There is also a section who come from neighbouring villages and remain in constant touch with their homes. What is usually termed detribalisation has therefore not assumed important proportions so far, although it is a development which may increase in the future. In most parts the native authorities are influential and well-established, and tribal traditions are therefore tenacious. The section of the workers most likely to divorce themselves from former connections is the better paid element represented by clerks, artisans and skilled workers; their wages enable them to maintain a standard of living such as they could only with difficulty reproduce in a native village. Furthermore, they appreciate the attractions and amusements of an industrial centre as contrasted with the comparative tedium of a native village. There is in addition a limited number of men, usually employed in clerical duties, who come from the better educated classes to be found on the coast; these of course have never had any tribal connection, coming rather from the largely Europeanised town-dwellers with several generations of education behind them. With these exceptions the wage-earner may be said to remain closely connected with the land and the people.

II. *Labour Migration.*—The foregoing review of the situation will have indicated the most conspicuous feature, which is the slight excess of supply over demand in the West African labour market; while this varies considerably according to the season and year, it seldom becomes a definite shortage. This is in marked contrast to South and East Africa where there is normally a decided shortage, necessitating the maintenance of somewhat elaborate arrangements for recruiting, thereby putting the labourer in a strong position in being able to choose the place and circumstances of employment.

12. In West Africa there is a fairly steady flow of labour to the employment centres from up-country villages or from across the international boundaries; the men make their own way down and seek work wherever they can find it, frequently having some difficulty in obtaining it. This movement takes place without any assistance or control, and the professional recruiter, as understood in other parts of Africa, is non-existent. This entails the absence of any written contract and thus deprives the worker of various safeguards. He has no

help on his journey either in the form of transport, food, or care; he has no security of employment, no right to repatriation expenses, and no tangible proof of any claim on an employer. Most serious of all is the absence of any medical inspection before the labourer leaves home; this results in a proportion of men starting out to seek work although physically unfit to undertake it. For instance, a man with a slight rupture may not consider himself thereby incapacitated, but he will obviously be refused employment by a mine or a wharfage company, especially in view of the introduction of workmen's compensation legislation. He may therefore have travelled several hundred miles only to be met by a refusal of employment. He is reluctant to return home empty-handed while he also lacks any provision for the journey. He is thus virtually forced to accept any work offered, often with the most unsatisfactory type of employer. He may even fare worse and become so exhausted by lack of food and shelter that he falls sick and dies.

13. The position is therefore theoretically admirable, with a flow of entirely free labour, unrecruited and untrammelled by any sort of contract. In practice, however, the worker is at a great disadvantage and in a far worse position than his brother in a country where adequate arrangements exist for the collection, transport, care, and subsequent repatriation of the worker. The recruiting system has been much criticised, but it does at least ensure the expenditure of an appreciable sum on the welfare of the worker; of the amount charged by the agent (which is usually from four to ten pounds per head or even more) his profit is less than one pound as a rule; the rest is spent on food, travelling expenses, supervision, and the general care of the travellers.

14. Recruiting has never been a feature of West African conditions and the introduction of such an innovation would be of very doubtful popularity; the labourer would prefer to remain free of any sort of control in his movements, while the employers would naturally be reluctant to incur the heavy expense of recruiting unless compelled to do so. The movement of labour has therefore hitherto been unobtrusive, and Government attention has only been drawn to it by the occasional appearance of a sick or dying traveller at a hospital; there has thus been no provision for such assistance as rest-camps or dispensaries on the main labour routes, although a start has now been made with these. The extension of this system will do something to help the migrant labourer, although it does not deal with the principal defects. The provision of transport by motor or train must depend upon some form of contract; the institution of anything approaching a free service would merely lead to its wholesale abuse by casual travellers, as has proved to be the case in other parts of Africa. Medical inspection, again, could not be carried

out unless the men were brought before a doctor by the recruiting agent; the mere provision of a medical officer who would undertake examination of any applicant would, even if feasible, prove ineffectual, owing to the inherent dislike which the African has for any sort of control or supervision of his movements. The suggestion has been made that employers should refuse to engage a man who cannot produce a medical certificate; such a regulation would assuredly only be observed by the better class of employer and the arrangement would have very little practical value.

15. The unsatisfactory elements in the existing situation have been indicated and a remedy is not easily discovered. Something might, however, be done through the native authorities, who could be kept informed by the administrative officers about the situation in the labour market; they could then warn all their people when a glut of labour seemed likely to arise and notify them of the centres in which employment was still to be had. Where labour routes can be clearly traced and provided with rest-camps and dispensaries, a system of elementary medical inspection might be carried out by the assistant in charge of a dispensary. This would at least enable obvious defects to be detected and pointed out, the patient being strongly urged to abandon his journey and return home; this would deter a proportion of men from going on a fruitless quest and would thereby reduce the number of unfortunates who might otherwise be overtaken by illness or death. The maintenance of a close connection between the Administration and the Labour Department should enable District Officers to keep their people informed about the availability or otherwise of employment.

16. Provision is much needed to enable men who are sick or destitute to be returned to their homes; a small annual vote should suffice for the more urgent cases and District Officers should be entitled to charge costs of repatriation against this Head in all cases where their investigations show them to be justified. The men to be dealt with in this connection would be of two classes; those who would be glad to avail themselves of help in returning home, and others to whom town conditions appeal and who would therefore be reluctant to go back to their villages. The latter require attention since they are living in demoralising conditions and adding to the bulk of unemployment in the towns. A vagrancy law will enable such persons to be controlled, but it will be necessary to provide for their journey home and in some cases to arrange for their supervision until they reach their destination; for such a purpose the establishment of the fund recommended above would provide. It is not suggested that such people should be treated as criminals, but evidence of lack of means of support should enable the necessary action to be taken to return them to the agricultural community from which they have originally come. Such action is especially desirable in the case of juveniles.

17. *Diet*.—Local peculiarities and variations will be found detailed in the special Reports; certain characteristics, however, hold good for all the British West African Dependencies.

18. Food is generally plentiful and actual hunger is probably rare, but there are the seasonal shortages characteristic of subsistence agriculture, and these at times may become serious. There is also a liability to severe privation in the case of men travelling in search of work. Unfortunately, while quantity is generally adequate, quality as a rule is unsatisfactory. There is almost universally a shortage of animal protein due to the limited amount of meat and fish available except in a few favoured localities; dairy produce is rare and must be regarded as negligible so far as the manual worker is concerned. The ordinary diet consists therefore of large quantities of farinaceous food with a proportion of vegetables, including green food, and some fruit; small quantities of meat or fish form a relish rather than a constituent.

19. The result of this diet is that the native is usually sufficiently well nourished in his home where he does not undertake much hard work; but he shows clear signs of deficiency as soon as he accepts employment involving strenuous exertion. Consequently, there is a marked degree of inefficiency obviously due to lack of stamina; in the case of exacting tasks such as coal-hewing, men will profess themselves unable to work every day, so that employment may only amount to fifteen or sixteen days a month. ("A food supply which is deficient in calorific content compared with the work output required, will definitely result in a drop in the amount of work done, until balance is restored."—Page 17, "Diet in relation to physical efficiency, with particular reference to African mine natives."—(The Bedaux Company for Africa, Limited.) This is clearly disastrous for the employer, who has a most inefficient labour force, and for the labourer, who is overtaxing his powers and obtaining only a portion of the wage which he should be able to earn. A noteworthy point in this connection is the conspicuously higher percentage of attendance in those industries where local circumstances allow the worker to have some sort of a meal before starting work and at midday.

20. A feature of labour management in West Africa is the absence of the rationing system common in other parts of the continent; the employee is paid his wages and expected to feed himself, with occasionally a little help in the form of a small basic ration. This results in almost universal undernourishment; desirable items of food are sometimes unprocurable or sufficiently expensive to restrict their use. Again, taste or prejudice may lead to unwise expenditure of the available money, and in consequence the West African labourer's diet will be found to be markedly inferior to the well-balanced generous ration supplied on the Rand, the Rhodesian Copper Belt, or the

mines of the Congo. (The diet-scale adopted on the Rhokana mine in Rhodesia is given in an Appendix, for purposes of comparison.) The clearly demonstrated economy achieved by the issue of the latter is again proved conversely by the degree of inefficiency to be found in West Africa, even where attendance is good; the effect is produced not by natural laziness, as is often alleged, but by sheer incapacity for the necessary physical exertion, owing to undernourishment, often accentuated by the presence of some disease.

21. The adoption of the ration system, particularly in its most efficient form of ready-cooked food, would almost certainly prove most unpopular, and the introduction of such an arrangement by any large employer would probably entail serious trouble with the labour force. While therefore I am in full agreement with the recommendation of the Committee on Nutrition in the Colonial Empire, that the issue of a full ration should be adopted (Paragraphs 282-293 of the Committee's First Report, Part I), I do not consider that present circumstances admit of this innovation. It might, however, be possible to introduce it by gradual stages; some undertakings already issue a basic ration consisting of rice or some local food-stuff, to be supplemented by the worker himself from his pay. This arrangement might be extended by the inclusion of certain essential elements, such as meat or fish. This should on no account be regarded as a sort of increase in wage; on the contrary it should be considered by the employer as a wise outlay to secure greater efficiency. ("We regard it as almost certain that in Africa, quite apart from purely humanitarian considerations, any money spent on bringing the food consumed by the labourer up to an adequate well-balanced ration, will be money well spent from the point of view of an employer."—Report on Nutrition in the Colonial Empire.) Not only would the output of work be increased, but from a sociological point of view the health of the whole body of labour would benefit and the prevalence of disease be correspondingly reduced.

21A. Another possibility would be the issue of an early morning ration to men engaged on arduous tasks. In my comments upon the Enugu Colliery (see Nigeria Report, Mining section), I have suggested cocoa and a locally-made bread or biscuit for this purpose. Should the experiment prove popular, an extension might be feasible, to provide some food at mid-day or on leaving work. A study of the reports from those undertakings in other parts of Africa detailing the success attendant upon improvement in the ration scale will indicate the undeniable wisdom of such a procedure.

22. Considering now the diet of the manual workers in the towns and of the urban population generally, supplies are mostly sufficiently varied to provide a well-balanced bill of fare;

unfortunately, prices are often beyond the means of the poorer classes, who therefore have a meagre amount of meat, supplemented to some extent by fish. Eggs and poultry are luxuries and dairy produce is too costly for any but the well-to-do. The general shortage of fresh milk leads to a wide resort to the tinned and dried article; some efforts are being made to encourage dairying, but there is little promise of any large supply from local sources. A curious feature is the scanty use of goat's milk.

23. From the foregoing it will be obvious that the poorer sections of the population suffer to a varying degree from under-nourishment; any scheme therefore for increasing local supplies at reasonable rates would render a most valuable service. Possibilities appear to exist in the extension of market-gardening, not only for local consumption but also for export to the less favoured localities; in normal times a considerable quantity of refrigerated vegetables and fruit is imported into West Africa from the Canary Islands and elsewhere. Poultry-keeping should also admit of development, since chickens and ducks are a common sight in many villages and are frequently brought down by traders from up-country. The most conspicuous source of valuable food, at present little utilised, lies in the fishing available along the sea-coast and in the lagoons and rivers. Fishermen are numerous but their methods are primitive, and the catch usually benefits a purely local market; some preservation is done and the product finds a good sale, but methods and quality admit of great improvement. There appears to be a very promising opening for a well organised fishery business with suitable vessels which could make use of modern appliances; this could be combined with purchase from local fishermen, who would also be assisted by being furnished with better appliances for their craft. This would combine the advantage of an increased supply, with the continued employment of those already engaged in the industry, and should thus avoid the risk of popular opposition to what might be regarded as unfair competition. Well-planned organisation would be essential and in Nigeria at least it should prove worth while for the Railway to instal a refrigerator van in which to carry the best of the catch in a fresh condition for sale in the towns of the interior. If it were found possible to encourage dairying, poultry farming and market gardening at favourable centres up-country, a satisfactory return would be secured and the proposition should be a paying one. Organisation on co-operative lines with Government encouragement and support might prove a valuable aid in such a development. An experiment was made some years ago in trawling; a special vessel was imported and some considerable expense was incurred. The enterprise was, however, apparently indifferently organised and managed and it proved a failure. But this should not preclude at least a careful

investigation of the possibilities, since an ample and cheap supply of fresh and dried fish would constitute a most valuable improvement in the diet of the people.

24. As is so frequently the case, certain local prejudices militate against the best use of available supplies; there is a decided preference for imported polished rice rather than the more nutritious local product. There is also a tendency among the better classes to resort largely to the use of tinned food, for instance, a tomato purée prepared in Italy sells in very large quantities, although the vegetable grows well in many parts.

25. Generally there would seem to be a number of directions in which local supplies could be developed, thereby providing additional employment and reducing the large sums at present sent overseas to pay for imports, as well as improving the diet of the people.

26. *Housing.*—The vast majority of the population of West Africa naturally live in their own villages in huts of the primitive kind to be found throughout the continent. For these of course only local materials are used, and light and ventilation are, according to European standards, very deficient. It is, however, the kind of accommodation which the African has himself evolved and to which he is accustomed; any immediate or extensive change would therefore be impossible. There is a noticeable tendency to adopt more permanent materials, corrugated iron roofing being regarded as a decided advance. In some parts also the type of building is somewhat superior, being better finished and provided with carpentered doors and windows. In the towns a wide variety of housing is to be found, varying from expensive structures of European type down to squalid hovels composed of a collection of odds and ends of material. Sun-dried brick is widely used, with a thatched roof, or corrugated iron if this can be afforded. The attraction of the latter lies in its comparative permanence, and the protection which it affords against fire and thieves. Certain local peculiarities of construction are to be found; these are dealt with in the various special Reports.

27. In almost every case the housing available in the towns, whatever its type, is insufficient for the needs of the population. The difficulty is sometimes increased by a seasonal immigration of workers who propose to remain only for a short time, and are therefore prepared to put up with almost any kind of accommodation; this results in a general rise in rents, until a figure is reached altogether beyond that justifiable on the capital value of the house. Rent therefore constitutes a formidable item in the budgets of the poorer classes; overcrowding is rife, and encouragement is given to low-grade construction and overbuilding of available space. Schemes for slum clearance and rebuilding have been initiated in some cases but always they are handicapped by lack of the large sums of money required; also they

have hitherto been based on the principle of securing an economic rent, and are thus in most cases beyond the means of the poorest classes. An unfortunate characteristic of slum conditions is overbuilding, usually carried out with very poor materials. The replacement of such areas by soundly constructed dwellings of good design entails a considerable increase in rent for the occupants if the economic basis is to be maintained; they thus cater for the needs of a somewhat superior class and the slum-dwellers remain without accommodation which their means will afford. Ample evidence is available from various parts of the world to show that slum clearance cannot be carried out with the expectation of reasonable interest on capital. I therefore strongly recommend the introduction of municipal housing schemes, with the lowest rents calculated upon the tenants' ability to pay. That the difference thus introduced would not be great is demonstrated by the very successful rehousing scheme being carried out in Accra (details of this will be found in the Gold Coast Report).

28. An unsatisfactory situation exists in connection with the housing of Government employees; there appears to be no established principle governing rights and privileges in this matter. In some instances fairly good housing is provided free; in other cases quarters are available at a reasonable rent; elsewhere a housing allowance is sometimes paid; while the bulk of the employees are not provided with any sort of quarters and are left to make their own arrangements. This entails a measure of discrimination; where quarters are provided, a long waiting list of applicants for them is usually to be found; this has the unfortunate effect of tending to restrict the occupation of these quarters to the more senior men of long service, although these are really in a better position to afford the high rents charged for private properties; in fact, the worst paid employee receives the least consideration. There is also the disadvantage arising from the discrepancies existing between various towns; the transfer of a Government employee, even on promotion, may entail a loss to him owing to the marked difference in the respective rents, attributable to the availability or otherwise of Government accommodation. This question is dealt with in greater detail in the special Reports. The problem is one which certainly requires attention since it is a constant source of dissatisfaction; on numerous occasions I heard representations of the hardship entailed by the inequalities of the existing situation. I suggest, therefore, that the position should be reviewed in order to introduce at least uniformity of treatment. In the case of the manual labourers in Government employment, as contrasted with the better paid clerical and technical staff, free accommodation might well be provided; the private employer in similar circumstances is pressed to erect housing for his work-people, and there is no obvious reason why this should not also

apply to those employed by Government. To some extent this is already done; for instance, road upkeep gangs are mostly provided with accommodation of a primitive type, and a limited amount of housing is also available for some of the workers on the railways and other Government undertakings, but the principle needs extension. These men draw low wages and if left to house themselves, they naturally tend to accept very poor accommodation for which they usually have to pay an unduly high rent; there is in addition the factor of the increase in the population of the local town with a corresponding likelihood of the creation of overcrowding and a further rise in rents. I therefore recommend the adoption of the principle that unskilled labour in Government employment should be entitled to free quarters. A point of limited application but nevertheless deserving of attention, is the accommodation of men who in the course of their duties are apt to be away from their homes at regular intervals, for instance, engine drivers. These men frequently have difficulty in finding sleeping quarters near their work, especially as they cannot utilise their bicycles; the provision of some kind of rest-house would remedy an undeniable hardship.

29. The accommodation of labourers on mines and estates is as a whole of a fairly high standard; in the majority of cases housing has been provided for the greater part of the employees, usually of a substantial and permanent type. Unfortunately the pattern adopted by some of the Health authorities is an unsatisfactory one. It was devised originally in older Colonies to meet the requirements of indentured labour, when a certain sanitary standard was regarded as the sole object to be attained; sleeping accommodation for the requisite number was provided, but there was no attempt to cater for family needs or to create anything attractive. The type adopted is the long "range", usually of twelve rooms in a line, 10 ft. by 12 ft. by about 8 ft. high in size, built of concrete blocks with a concrete floor and an unlined corrugated iron roof; there is a narrow front verandah and an inadequate roof overhang at the back which does not sufficiently protect the window when open; the shutter of the latter is usually permanently closed and frequently fitted with shelves to serve as a cupboard. Kitchens are of the old communal type in the centre of a square, round which the "ranges" are built, latrines on either the pit or bucket system being situated outside; provision for a bath or wash-house is not shown on the plans. Each of the small rooms, or cells, is supposed to house two labourers or a man and his wife. The cubic space is about 960 feet, which may be sufficient for two adults but becomes overcrowded immediately any children are included. Unattractive in appearance and uncomfortable to live in, such houses are very ill adapted to family life; the highly desirable object of inducing workers to bring their wives with them is thus seriously impeded. The communal kitchen is an

unpopular institution since no woman, whatever the colour of her skin, wishes to share a kitchen; there is further the constant liability to trouble over interference, theft, or possibly witchcraft, in connection with a neighbour's provisions. There is also the point that food prepared in these buildings is especially exposed to contamination by flies, dust, etc. These considerations have led to the general abandonment of the communal kitchen in modern practice; it is, however, only fair to say that some of the West African tribes appear to take readily to such combined households and that the system is consequently not so unpopular as it would be in most parts of Africa. An objectionable feature of the "range" of rooms is the triangular space usually left open at the top of the partition walls; this is defended as providing through ventilation. In practice, of course, it must serve to disseminate any disease contracted by an occupant of one of the rooms; it was the marked connection between internal ventilation of this type and the incidence of tuberculosis which led to the prohibition of such devices in the Belgian Congo. Attempts are frequently to be observed to render these dwellings more agreeable by the addition of thatched verandahs and linings to the intolerably hot corrugated iron roofs; these, however, are officially discountenanced as being liable to encourage vermin. On some properties the standard pattern has been modified by the provision of a small verandah and the reduction of the number of rooms in the "range"; elsewhere doors have been cut in the partition walls and married couples have been given two little rooms instead of one. The pattern is, however, a thoroughly unsatisfactory one, very difficult to adapt to modern requirements.

30. It is regrettable that such a type should have been adopted for a rehousing campaign on the mines and plantations. In the Cameroons the local Planters' Association assured me that they had spent £104,000 on such buildings and expressed the hope that they would not be expected to face any further heavy expenditure for a considerable time. This is obviously reasonable and it seems inevitable that this obsolete and unsuitable type of housing must handicap an improvement in living conditions for an indefinite number of years. The position is the same in other parts of West Africa, although construction has not advanced so far as in the Cameroons. The introduction of a type of housing calculated to foster family life and provide something like a little home is thus permanently handicapped.

31. That the errors of the past have now been recognised is shown by the following extract (paragraph 196 of the Sierra Leone Annual Report of the Medical Department for 1937): "The type of accommodation most suited for housing large collections of native labour is receiving attention, as it is felt that too much consideration has been given in the past to type and materials rather than to a design which will provide

adequate ventilation and light as well as a suitable environment. It is most desirable to avoid a penal settlement appearance in native labour lines, and while hygienic surroundings are of prime importance for healthy labour, hygiene has to be tempered to a certain extent with humanity. Concrete boxes with corrugated iron roofs do not make ideal homes in the tropics."

32. For senior employees, many properties provide very good accommodation; in some cases the houses are most convenient and attractive and the occupants are obviously happy. The system of allowing plots for the cultivation of vegetables by the labourers is fairly general but does not appear to be very popular. In some instances roofed buildings with open sides are provided as meeting places or playgrounds for the children; on one property I found wireless loudspeakers installed in these buildings. As a whole the well established and prosperous concerns may be regarded as showing considerable interest in the comfort and welfare of their employees, and in most cases they have responded well to official advocacy of improvements. The conclusion was unavoidable that a position had been reached where any further attention might with advantage be given to Government accommodation rather than that of the private employers.

33. Apart from permanently located undertakings, there are numbers of enterprises such as alluvial mine workings, whose tenure of life in any one spot is usually limited. In such cases heavy expenditure on housing would obviously be an unreasonable demand; they therefore usually provide huts of the native village type, laid out on a definite plan, with some provision for sanitation. These, when new and properly supervised, provide quite suitable accommodation; the position is that the occupants are living in much the same conditions as those of their own homes, but with a better standard of cleanliness and maintenance. In most cases a noteworthy feature of such communities is a very low rate of sickness, and the inhabitants generally appear to be quite happy. While, however, such construction may fulfil requirements well enough for a short period, this type of building rapidly becomes dilapidated and objectionable: the thatch harbours rats and vermin as do cracks in the walls and floors, and accumulating dust facilitates the spread of disease. The life of these camps should therefore be strictly limited.

34. In this connection, accommodation is generally classified in West Africa as permanent, semi-permanent or temporary. I am not clear as to the meaning of the second of these terms; in practice it appeared to apply to a building which through lapse of time had progressed from the third class to the first. I recommend the adoption of two classifications only; firstly, permanent buildings, of substantial construction and sound materials, admitting of satisfactory maintenance for a number of years; and secondly, temporary buildings, of the village type, strictly

limited to a life of two years, after which time they should either be burnt or completely reconditioned by rethatching and replastering the walls and floors.

35. The materials used in the construction of labour lines in West Africa are surprisingly limited in variety; for permanent buildings anything other than concrete and corrugated iron is rare. The latter roofing material has the advantage of comparatively low initial cost, limited requirements in supporting structure, and ease in handling and construction; it also eliminates fire risks. Against these, it is most uncomfortable to live under, being excessively hot in the tropical sun, and cold at low temperatures; it is also extremely noisy under rain—a great disadvantage for schools or hospitals. Its use, unless lined with match-boarding or composition, is therefore increasingly discountenanced (“The quarters supplied by the Public Works Department are made of corrugated iron, a material most unsuitable for the weather prevailing at Mombasa for most of the year”—Report of the Commission of Enquiry into Labour conditions in Mombasa, 1939, Page 8.) There is the further point that its permanent preservation involves periodical repainting; its cost has also increased greatly since the outbreak of war. In any case its extensive use represents a large sum sent overseas for its purchase; the substitution of local products is therefore additionally desirable. Possibilities of this are hopeful, and some surprise must be felt that greater efforts have not been made to develop them. Some of the local timbers should make good shingles; promising experiments in this direction were being carried out at the headquarters of the Forestry Department in Nigeria, and these offer a good prospect of a cheap and satisfactory roofing material. In numerous places a native pottery industry is to be found, indicating the possibilities of tile-making; at Achimota College in the Gold Coast excellent tiles have already been turned out on a small scale and used to roof some of the new houses in Accra. The development of such local resources would provide a welcome substitute for iron, retaining the price of the latter in the country and creating local industries. This would reproduce the situation in Trinidad, where investigation has resulted in the erection of a tile and brick factory which turns out an excellent article.

36. A substitute for expensive imported cement is to be found in burnt bricks, which should be available in many more localities than the few in which they are at present to be seen. The considerable amount of imported timber, noticeable should admit of replacement from the local trees; I found that the Forestry Departments were investigating this possibility, and an increasing use is already being made of such wood.

37. *Wages and Cost of Living.*—Wage-fixing legislation exists in all the four British West African Colonies: instances where its application might be desirable are mentioned in the appropriate

sections of the special Reports. The manual worker is in many cases inadequately paid, especially in towns, but the justifiable figure can only be arrived at by consideration of various factors. The position of the worker must depend not merely upon the actual figure of his wage, but also upon the ratio between this and the cost of living, together with the opportunity for earning. In the West African towns, particularly upon the waterfront, the inadequacy of the total earnings often results more from intermittent employment than from a low wage-rate; for such cases minimum wage-fixing offers no remedy. Again, the cost of living is greatly influenced by the high rents which are general; this factor will similarly be little affected by an increase in the wage, since the advance will lead to greater competition for the rather better types of housing, the rents for which will consequently be raised correspondingly. Thus the mere fact of increasing a worker's wage may not in itself benefit him greatly; simultaneous action to deal with the other prejudicial factors is essential if the full benefit of the addition is to be secured. These principles are no doubt elementary, but they appear to be widely unrecognised in West Africa, where an increase in wages was frequently advanced as a universal panacea (a more detailed examination of the position will be found in the section on "Urban Conditions" in the Report on Sierra Leone. Tables of rates of wages will be found in the various appendices in which local details are set forth).

38. A noticeable feature in the comparison of wages is the discrepancy in the rates of pay of clerks as compared with those of skilled artisans. This appears to be a relic from the early days when the interior was first being opened up and administration was rapidly extending. Clerical assistance was urgently required and the supply of qualified men was limited; high wages therefore had to be offered to attract applicants and a low standard of performance had to be accepted. This led to the perpetuation of these conditions, the effect being increased by a lack of competition from elsewhere. Examination of the rates paid to clerks, as set forth in the appendices of the special Reports, will show that these reach figures which would be attractive to Europeans, and, much more so, to Indians. In addition, the abilities of the West African clerk are as a rule limited; a knowledge of more than one European language is rare, speedy and accurate shorthand writing is most exceptional, while even the ability to draft anything more than a simple letter is uncommon. Card indexing, filing, and précis-writing, are other subjects in which competency is unusual. In fact it is the virtually sheltered position of the West African clerk that retains his job for him.

39. In comparison the skilled artisan is by no means as well paid. A valuable man such as a compositor receives less than a clerk of quite limited abilities; mechanics and electricians are in

the same position, while cabinet-makers, turners, upholsterers, and other skilled tradesmen, are even worse off.

40. The existing situation will doubtless be modified with the spread of education; there is an increasing flow of young people leaving school with better qualifications than their predecessors, and these will presumably gladly accept employment at lower rates. The position of the existing body of clerks is thus seriously threatened, although few of them appear to recognise the unwelcome fact.

41. Estimates of the cost of living are difficult to make; I was furnished with a large quantity of material, such as details of family budgets, by many people who were good enough to undertake such enquiries. Most careful examination proved to be necessary if any reliable deduction was to be made, since various unexpected factors presented themselves. The obvious items of the costs of food and rent are comparatively easily ascertained, although even for these certain complications arise. There is a custom, general throughout West Africa, whereby any man in permanent employment is expected to maintain not only his own wife and family (and he may of course be a polygamist), but also various relatives and dependents. The better his pay, the larger the number that he is required to support. This practice certainly reflects great credit upon the generosity of West Africa and accords well with the tradition of hospitality characteristic of the African; at the same time modern economic conditions do not admit of the maintenance of this patriarchal standard. The extent of the practice is astonishing; households of eight or ten persons are comparatively common, while it is easy to find instances of larger numbers. I met with one case where a clerk on £27 a month was maintaining a household of nineteen persons and two domestic servants; even more remarkable examples are said to exist. While the obligation may creditably be recognised in the case of old people and children, there is less justification for the support of an unemployed though able-bodied relative, especially when the latter makes little effort to help himself; thus, I found one instance where a man living upon an allowance of £2 10s. monthly, paid by his brother-in-law, refused an offer of employment at £4 a month as he considered it below his deserts. Not only do these large households require feeding; they also necessitate additional accommodation, thus encouraging overcrowding and rendering the housing problem more acute. Such a community sustains a shock on the death of the bearer of the general expenses, when the necessity for finding another benefactor has to be faced. Instances such as those related above could easily be multiplied and this system is certainly carried to extreme lengths. Social customs of this kind are notoriously difficult to alter, and improvement will presumably come only with the growth of a more independent spirit, reinforced by the recognition of economic facts.

42. Another curious factor in family expenses is the high value set on social status; anyone above the humblest class has numerous obligations, most of which entail additional expense. Thus, a clerk on a salary of £6 10s. monthly, maintained the necessity for his possession of a black dinner jacket, while an elderly widow dependent upon an allowance from her daughter in domestic service found it necessary to employ a woman on a meagre wage to save her from the social stigma of having to make her own purchases in the market. Generally, expenditure on clothes and servants is astonishingly high in the class above the manual worker.

43. An evil element which is a burden to all the poorer paid sections of the populations is the "rake-off" which must be paid to secure, or sometimes even to retain, employment; this is an old established practice, almost openly regarded as the perquisite accompanying a position of authority. Not only is this an imposition in itself; it also tends to the ready discharge of an employee to make room for another victim, and where the extortioner is not in a position to do this himself, he will invent causes of complaint on which the employer may unwittingly act. In Sierra Leone there is a useful law rendering resort to such practice in the case of seamen liable to severe punishment while Government employees are similarly restricted; unfortunately the fear of subsequent victimisation militates against the production of evidence. Clearly, the evil can only be suppressed by determined concerted action, and it is a case where trade union officials could render very useful service.

44. Another serious factor very prevalent in West Africa is the habit of living perpetually on credit; debts are contracted and when settlement at last becomes imperative, further liabilities are incurred to meet the call. Creditors are apparently long-suffering and payments for goods can be deferred for an astonishing time. Any man holding a salaried position which is regarded as secure, such as a clerkship in Government service, can readily obtain credit, and this fatal facility encourages the practice until a large proportion of such men are carrying a burden of debt which is out of all proportion to their means. So prevalent is the practice that it has come to be regarded as almost normal procedure; particulars are naturally difficult to obtain, but information imparted in confidence suggests that the evil is serious and widespread. Apart from the economic difficulties thus created, the debtor must clearly lose his independence and become in some measure the instrument of his creditor; the objectionable possibilities of such a position in the case of a Government servant will need no stressing. Attempts have been made to deal with the practice by regulation, and any Government employee prosecuted for debt is liable to severe penalty or discharge; but such regulations are naturally enforced only with difficulty, while they also tend to make the position

still worse owing to the possibility of blackmail by threat of exposure. Any scheme for legal limitation of credit would probably be bitterly resented, salutary though it might be, and alternative remedies are not easily found. There appears to be little hope of improvement until a realisation of the disastrous nature of such obligations can be inculcated by education, and the young people induced to acquire habits of thrift.

45. Other less obnoxious elements in the cost of living consist of doctors' fees incurred in the case of illness, and the cost of education for the children. The first of these is actually avoidable by attendance for free treatment at a public hospital. The second is also remedied to a certain degree by the waiving of fees in necessitous cases. Recourse to such alternatives, however, suggests a condition of poverty which must be humiliating. Arrangements for compounding for medical fees by means of combination should in some cases be feasible; the cost of education might perhaps be reduced although this would scarcely meet the needs of the situation, since in so many instances parents would still incur additional expense in the creditable, if not always justified, belief that by paying higher fees to a private institution they will secure a superior education for their children.

46. A most valuable contribution towards social economy would be the extension of the provident fund system on a contributory basis. This already exists to a limited degree but it is confined to certain classes of Government servants. It might well be widened to admit larger numbers, while the creation of a similar organisation for the employees in commercial firms should not present any insuperable difficulty. The existence of certain benevolent societies which do very good work on a limited scale encourages a belief in the success of such a development.

47. There is considerable variety in the methods of payment of wages and in some cases these lead to dissatisfaction. In certain remote parts there occasionally occurs a reversion to the old-fashioned arrangement whereby payment for work done was made in the form of a lump sum to the chief, who was supposed to distribute it among those of his tribesmen who had done the work. Such a system is obviously liable to abuse and should be replaced by the payment of fixed wages to each worker individually. The practice appears to be rare; nevertheless I recommend the issue of instructions to ensure that it is not adopted.

48. In the matter of dates of payment, there is a tendency to move towards shorter intervals. The established practice with regular workers is payment at the end of the month; this, however, in the case of some private properties, is modified by the payment of what are termed "advances" in the middle of the month; this is a misnomer since the amount received has already

been earned and is therefore more of the nature of a payment on account; it is in fact really the beginning of a fortnightly payment.

49. In Government employment the monthly system of payment is the general practice. From certain quarters representations have been made for the adoption of weekly intervals but there appears to be a considerable body of opposition to this. Apart from the wishes of the employees, there are many practical difficulties in the way of such a change; the extra work involved would be serious, while in the case of workers scattered over considerable areas, for instance on a railway, the amount of travelling already required of the paying officer is formidable; the adoption of the weekly system would multiply this by four, and the change must therefore be regarded as scarcely practicable.

50. Nevertheless, weekly instead of monthly payments would almost certainly tend to encourage domestic economy, and the elimination of the bad system of purchase on account. While therefore no immediate change from the monthly system seems possible, the desirability should be borne in mind with a view to encouraging a change to shorter intervals.

51. An unusual method of payment exists in connection with mining in the form of the system known as "tributing." Under this arrangement the holder of the concession arranges with native applicants that they shall be permitted to work on his ground and that any mineral won shall be sold to him at a fixed rate. This system exists to a limited extent on the tin mines but is most prominent in the alluvial gold areas. The natives in question are mostly very primitive people who work irregularly and frequently bring their families to help them; they may remain for as short a time as a fortnight or possibly continue for several months. Their earnings are in consequence very varied, one day producing several shillings, to be followed by a number of almost blank days. If an average were struck the actual daily wage would probably be found to be very low; but the gambling element appeals to the African and renders the work comparatively popular. If regularised and placed on a footing of daily wages, the industry would probably cease to pay. The maintenance of the unsatisfactory system of tribute therefore appears to be inevitable.

52. From the foregoing it will be obvious that the native workers are not exactly employees of the lessee; they are indeed more of the nature of petty contractors working at their own pleasure and bound only by an undertaking to sell their winnings to the lessee. There is thus some possibility of the employment of women and child labour, since whole families are to be found employed in this way; again, the original "tributer" may be away for a day or two, leaving his young son to carry on for him. The workings are so scattered that the lessee is able to

exercise very little control over the labour, and the cost of additional supervision would probably render the enterprise unprofitable. The industry nevertheless provides a valuable source of income for a considerable native population who would suffer appreciably from its discontinuance. The system has, however, the additional disadvantage that the workers can scarcely be brought within any accident compensation scheme, nor is it possible to apply other desirable regulations. In practice, however, conditions are not bad; little female or child labour is actually to be seen, while the nature of the work is such as to make accidents very rare. The process consists of digging out small sections of gold-bearing ground, which is then washed by hand in basins in a very primitive way. (In certain places it has been found worth while to erect wooden flumes, with baffles, for sluicing in a continuous flow of pumped water; this process, however, is confined to a few of the richer areas.) The method employed by the tributers is probably wasteful, the ground exploited being left covered with a series of shallow pits, since the workings are never carried to any great depths; a certain proportion of the gold must also be lost owing to the primitive method of washing. There is, furthermore, the disadvantage that a considerable trade in illicit gold undoubtedly exists when buyers in the neighbouring towns offer higher prices than those paid by the lessees, as they are able to do owing to their avoidance of payment of any licences or dues. This represents a loss not only to the lessee but also to the Government who would otherwise receive a percentage on the gold won; it is naturally difficult to estimate the proportion of this illicit trade, but some estimates put it as high as 30 per cent. of the total output. The method described is one suited only to primitive conditions and it can exist only in the peculiar circumstances at present to be found in the alluvial mining areas. For the reasons stated above its abolition could not be attempted at present, although its eventual disappearance is to be desired.

53. *The Adolescent*.—While the general system of education is outside the purview of this report, certain aspects of it have a direct relation to labour problems, particularly the questions of the possibility of employment for the adolescent leaving school and the extent to which the training given will enable the scholar to earn a living. A conspicuous and serious defect of the educational system of the past was its tendency to specialise on the literary side; the scholar turned from any manual labour and directed his ambition towards some sort of clerical occupation. This was scarcely surprising since his teachers, whom he respected and admired, were themselves scholars who seldom, if ever, engaged in manual work. The schools of those days were thus turning out embryo clerks as their almost uniform product, although the country is one where the vast majority of the population must earn their living by manual labour in some form, usually by agriculture.

54. This mistake has been recognised for some time past and the various educational authorities have been endeavouring to introduce a definite agricultural bias into the curriculum; but this change has not yet established itself, and schoolchildren, when questioned, will almost always declare their goal to be an appointment as a clerk or teacher. Even when a boy professes keen interest in agriculture or veterinary studies, further questioning will normally show that he aims at becoming an instructor in a Government Department; throughout West Africa I never met a scholar who told me that he looked forward to working or owning a farm or plantation as his future career. Parents also have much the same outlook. Conversation with groups of the better-educated Africans will elicit warm approval for the general extension of agricultural instruction; but each individual father will be found to consider this desirable for other people's children, his own son being destined for a clerkship. I was impressed by the difference between this state of affairs and that which some years ago I found existing in the neighbouring French colonies, where a talk to the children in an elementary school showed that almost all looked forward to agriculture as their future, the aspirant to clerical or teaching work being rare.

55. While the position in the British Dependencies is regrettable, consideration will show that it is only natural. The country boy sees his parents engaged in what he regards as tedious manual labour for small returns in cash, and he contrasts this with the position of his acquaintances who have some "black coat" occupation, producing a regular salary and affording assured prospects. This view is in fact unjustified, since in normal times various local products will enable good profits to be made without much exertion. Cocoa and oil-palms entail very little hard work and have in the past been most profitable; market fluctuations have reduced their attractions, but they still form a paying sideline to subsistence agriculture. Other possibilities, such as market-gardening, poultry keeping, or fruit culture, are apparently outside consideration.

56. There appears to be a conspicuous need for practical demonstrations of the possibilities of agriculture; if scholars could see an actual example of the application of modern methods in the countryman's life, they would be far more likely to consider returning to the paternal farm with the ambition of increasing its production by the application of the principles which they have learned. Unless agriculture can be shown to hold out prospects of an attractive life and reasonable profits, the scholar will continue to prefer a future in a "black coat" occupation, with a steady salary, smart clothes, and soft hands.

57. The question of the uneven rates for the skilled craftsman as contrasted with the clerk is dealt with in the section on "Wages and Cost of Living"; this serves as another incentive towards a clerical occupation. Some of the technical schools

give useful instruction, while at the Prince of Wales College at Achimota a very high standard can be achieved. Such training, however, appears to offer no certainty of employment and students can scarcely be blamed if they are reluctant to embark on studies which offer no assured prospects.

58. An improvement in the situation might perhaps be effected by a greater degree of collaboration by the educational authorities on the one side and the more important employers on the other; those Government Departments which require a considerable labour force, together with the principal private employers, might be consulted about the vacancies which they are likely to have during the course of the next few years; these could be presented to the pupils in the schools as definite possibilities at which to aim. Some such system would introduce an element of reality and a practical outlook which seems to be lacking at present. A measure of collaboration on these lines has already been introduced in Nigeria, but it would admit of extension. It was disappointing to hear from various employers that they had gone to some trouble to provide openings for promising youths on leaving school, but that the results had been generally unsatisfactory. Constructive criticism by the actual employers should prove most informative to the educationalists responsible for the pupils' last school years. In the direction of independent agriculture there would seem to be an opening for the establishment of scholarships on farms and plantations managed by the Agricultural Departments on business lines. With such a scheme the native authorities could well be associated so as to interest them in the principles and system of training; successful co-operation on these lines might go far towards the establishment of further scholarships from native authority funds.

59. There appears to be a conspicuous opening for training for domestic service; there is a servants' registration system in force in the Gold Coast which is much appreciated by the men concerned, numbering nearly 6,000; but this is only a means of record and no sort of training is involved. The number quoted illustrates the importance of this form of employment and to this must be made considerable additions in respect of the other West African Dependencies. There is therefore an occupation employing 20,000 or more people for which no training or teaching is available; the capacities of a cook, if any, can only be ascertained by trial, and a house servant may equally prove most efficient or quite incompetent. Some instruction in domestic matters is given in the girls' schools, but this is intended to provide for the management of a household rather than for domestic service. A training school for instruction in household duties as well as in such subjects as cooking, laundry work, etc., would admit of the grant of leaving certificates of efficiency; this would be a great boon to the employees, while it would also render valuable service to residents in the country. The

advantage of providing the training for the considerable number employed in an occupation for which the African has decided natural ability, must be obvious. An encouraging example of an institution of this sort is provided by the Dundas Civic Centre in the Bahamas, which qualifies numbers of young people to earn a good living in an occupation which, until a few years ago, was entirely closed to them owing to the inferiority of their training as compared with that of immigrants from neighbouring Colonies.

60. Generally, there appears to be a great need for the introduction of certificates of competency for many other of the various forms of skilled employment; the standard of performance is at present often very poor, and there is seldom any method of ascertaining the capabilities of an applicant for a post except by engagement on probation, which too often results in disappointment to both parties concerned.

61. *Juvenile Delinquency*.—A matter calling for careful consideration is the question of juveniles without employment or parental control who form a noticeable feature of the West African towns. In some cases these young people come from the urban population and have for some reason broken adrift from their families to lead a life of vagrancy. In other cases they come from villages in the interior, having accompanied traders or other parties to the town where they have been abandoned. The probability of these boys taking to a life of crime will be obvious, and I found various authorities much perturbed by the serious nature of the problem. Some arrangements already exist in certain Colonies for reformatories or approved schools, but these need extension. Action is also necessary for the return of the country-bred to their homes, for which purpose use might be made of the fund recommended for the repatriation of destitutes under the heading "Urban Conditions" in the special Report on Sierra Leone. A possibility which seems to merit consideration in this connection is the institution of a small training ship to serve all the British West African Dependencies. This might serve for the accommodation of such boys as were unsuitable for agricultural training. The object need not necessarily be the production of seamen, the openings for whom are limited, but instruction in various crafts might be given. The main object would be to take these boys off the streets and put them in conditions where they would be well fed and exercised and subjected to suitable discipline, at the same time receiving some education, calculated to enable them to earn a living. Such a vessel would serve the needs of each of the Colonies, thus combining the expense of the maintenance of separate institutions; movement between the ports would eliminate the need for the transfer of cases to any central institution. Some difficulties would no doubt present themselves, but the suggestion seems worth investigation.

62. *Medical Attention.*—Hospitalisation in West Africa is so far on a modest scale, large sections of the population having quite inadequate provision for their needs. In the principal towns fine and well-equipped hospitals are in some cases to be found, and there is a valuable medical training school at Lagos. The native authorities have shown considerable enterprise in this matter whenever their revenues have admitted of it; an example is to be found in the magnificent hospital at Kano in the Northern Provinces of Nigeria. For the travelling labourer, however, there is at present hardly any medical assistance; the establishment of roadside rest-camps and labour exchanges should do much to assist the introduction of a system of dispensaries to meet such needs. At the larger centres of employment, on the contrary, hospital accommodation is frequently good; on some of the mines, medical arrangements exist which compare favourably with those of many of the Government institutions. The introduction of better medical facilities for the migrant native population would be a very worthy object of expenditure when funds are available.

63. A point which attracts attention in the West African ports is the absence of complete arrangements for carrying out the terms of the Brussels Convention on Venereal Diseases of 1924 (Treaty Series No. 20 of 1926). Free treatment is provided for seamen at clinics, but I did not observe any of the notice boards which are intended to provide information about hours of treatment and the locality of the clinic. Numbers of ships of various nationalities are apt to call at the West African ports in normal times, and it is therefore very desirable that information on these points in the principal languages concerned should be displayed conspicuously where it will meet the eye of seamen as they disembark as provided for by the Convention.

64. *Labour Administration.*—In the various special Reports recommendations will be found referring to the staff which is in my opinion required to deal with the problems in each Dependency. In all cases some provision has already been made and very useful preliminary work has been done by the officers appointed to undertake labour duties; there is, however, a need for additional staff if all the necessary duties are to be carried out efficiently. In every case the officers already appointed were energetic and capable, and already exhibited a high degree of local knowledge in carrying out their work. They would, however, profit greatly from wider experience and opportunity to study labour organisation and methods in other countries. In normal times I would therefore have recommended provision to enable them to carry out approved tours for such a purpose. This being obviously impossible at present, I recommend that the Labour Officers already appointed should meet for a conference and discussion on their various problems at Accra; the latter is a convenient central point and it has the further advantage that visitors would be able to inspect the new housing scheme

which is of conspicuous interest to anyone concerned with labour accommodation. Such a conference would not involve the expenditure of much money or time and it would be of great service to the officers concerned and to the Dependencies from which they come.

65. A point which requires attention is the titles of the officers of the Labour Departments. At present Nigeria has an Inspector of Labour, the Gold Coast a Chief Inspector of Labour, Sierra Leone a Labour Secretary and the Gambia a Labour Officer: some improvement in these terms might be effected. The title "Inspector" is hardly satisfactory, since it suggests that duties are confined to investigation and detection of shortcomings, with the implication that the official in question is unlikely to be a welcome visitor. In practice the scope of the work should go far beyond mere inspection and should include all the various aspects of the local labour problems. For this reason I recommend that the Head of the Department should be termed "Labour Commissioner," inferring that this officer is specially selected to carry out these duties. In Sierra Leone and the Gambia, however, I understand that the term "Commissioner" has long been connected with the administration of these Protectorates and would, therefore, probably be misunderstood. The title "Chief Labour Officer" might well be substituted and the head of the Labour Department which it is now proposed to create in Sierra Leone will, in fact, have that title.

66. The remaining officers of the Departments would be termed "Labour Officers," and, if seconded from the Administration, could be shown as such in the Staff List.

67. Dealing with the work to be undertaken by the officers of the Labour Departments, this may be summarised as follows:— The Commissioner is in charge of the labour organisation as a whole; he supervises the work of the Labour Officers and thereby keeps in touch with the position in various parts of the country; in his office are analysed and tabulated all statistics and information available, with a view to maintaining an up-to-date estimate of the position of the labour market as a whole. The office should also serve as a labour exchange, particularly with reference to any general surplus or shortage of labour in the various employment centres; for this purpose information from Administrative Officers would be necessary in addition to that supplied by Labour Officers. On the basis of these facts, advice could be sent to those districts from which labour is drawn so as to keep them informed about the possibilities of employment.

68. The Labour Commissioner should also play an important part in measures for social welfare, and his office should record figures of the fluctuations in the cost of living. Slum clearance

and rehousing schemes will also concern him closely, in view of their connection with the living conditions of the manual workers.

69. He should keep in touch with the educational authorities with especial reference to the practical results of vocational training, and also in order to secure a combined study of the possibilities of employment for those leaving school; this will also necessitate consultation with the employers.

70. In co-operation with the Police and Prisons Departments he should be able to render valuable service by endeavouring to find openings for employment for discharged prisoners, particular attention being given to juvenile offenders.

71. The Commissioner should keep himself fully informed about the possibility of any serious industrial strife, with a view to acting as an intermediary in an effort to secure agreement. He should also be prepared to give advice and help to such bodies as may be undertaking the formation of trade unions, for which purpose he should have the necessary reference books which deal with the subject.

72. For some time to come, there will be a formidable amount of work to be done in the collection and classification of the large quantity of information about labour which already exists, dispersed through the reports and records of other Departments; the medical authorities have much information of great value from a labour point of view, while from the Police and Prisons Departments statistics can be obtained which will throw much light upon the effects of unemployment and other sociological aspects of the subject. Customs returns will also merit study, since they so largely reflect spending capacities, rising standard of living, improved conditions of housing and diet, and similar points. The incidence of taxation and its effect upon the flow of labour should also be studied; and when any alteration is contemplated, the Labour Commissioner should be kept fully informed in order to ensure the proper explanation of the change in the labour centres; lack of attention to this point has on various occasions led to serious disorders.

73. The Labour Officer should be chiefly concerned with field work, his office duties being kept as light as possible, although he must inevitably collect and forward local information to the central office; he should be readily available for visiting the mines, plantations, and other places of employment in his area, where he should study rates of pay, hours of work, living conditions, overtime, and all other practical details. He is responsible for securing the observation of the provisions of the various laws relating to labour, and should carry out duties in connection with Factory Acts, pending the appointment of an Inspector for this purpose. He should familiarise himself with the habits of the employees in order to gain an insight into their traditions and peculiarities. He will then be in a position to

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help the more primitive type of labourer to express himself, so that the employer is kept aware of possible sources of grievance or hardship.

74. On the other side, the Labour Officer should acquire an understanding of the various difficulties with which the employer may be faced; he should in particular be in a position to decide whether exceptionable conditions of labour arise from negligence or from the existence of genuine obstacles to improvement. He should in fact aim at impartiality and the securing of the confidence of both the employer and the workers.

75. The following subjects are those of which a Labour Officer should have as good a knowledge as possible: sanitation, housing, dietetics and food values, and diseases especially affecting labour; sufficient sociological knowledge for observation of the effects of employment; familiarity with the usual systems for the pay, organisation, and management of labour in Africa. When opportunity admits, he should study methods obtaining in other countries.

76. A point of great importance is the close collaboration of the Labour Department with the Administration. The Labour Officer should indeed regard himself as a specialist administrative officer, and should be prepared to carry out the instructions of the Resident or Provincial Commissioner of the area with regard to any local questions connected with labour which may seem to require attention. When making a report to the Labour Commissioner, he should forward a copy to the senior administrative officer of his area. Similarly he should also maintain close relations with the officers of the Medical, Police, Mines and other Departments in any way connected with labour in his area. It should, however, be clearly laid down that he is not to be required to undertake such duties as the collection of tax, magisterial work, surveying, or other matters outside his own subject.

77. Some provision will also be required for the purchase of books and for subscriptions to periodicals relating to labour questions. It might be expected that these would be found in the various Secretariat libraries; a test however in one instance showed that out of a trial list of some thirty publications which might well have been included, only one was to be discovered. In certain instances also, a considerable number of copies could with advantage be procured; for example, the Home Office pamphlets on Welfare, Safety, etc. These for the most part cost only a few pence and would be of real service if issued to officers of the Administration and the Medical, Mines, Railway, Public Works, and other Departments who are concerned with labour problems. For this purpose I recommend the allocation of £20 a year, although this figure will only admit of the gradual inclusion of the more expensive works.

78. *Labour Advisory Boards.*—For each Dependency, I recommend the appointment of a Labour Advisory Board, with

the exception of the Gambia, where one is already rendering useful service. This Board should be under the chairmanship of a senior official and the membership should include representatives both of the employers and of the labourers; permanent official members should include the Director of Medical Services or the Director of Health Services, and also the Director of Public Works or a deputy; powers to co-opt additional members for special purposes would admit of the occasional presence of officers of the Legal, Police, Railway and other Departments, should this seem desirable. The functions of the Board would be advisory and not executive. Its duties would be to review and discuss any proposed regulations affecting labour, the adoption of which it would recommend with or without alterations. At present there is much legislation which must be implemented by the publication of rules drawn up sometimes by the Governor in Council, or more frequently, by an official such as the Director of Medical Services. This arrangement results in the production of rules attributable to one official, and usually without adequate means for previous consideration and discussion; they are thus very liable to provoke criticism and hostility. Furthermore, the placing of the responsibility for the drafting of such rules upon one official imports an undesirable personal element and introduces a possible lack of continuity of policy in case of a change of officers. Preliminary consideration of such rules by a Board constituted on the lines indicated above would ensure their full consideration by those most likely to be affected by them, and their endorsement by the Board would give them far greater weight. Another duty would be the consideration of any problem which may arise affecting labour, and a recommendation of the line of policy to be pursued or legislation to be introduced to deal with it. The senior Labour Officer should act as secretary or executive officer to the Board and should be responsible for collecting information and material for the use of the members; when any question appears to him to be of sufficient importance to require consideration he would approach the Chairman with a request for an assembly of the Board. This procedure would enable him to ascertain the opinions of employers and workers on controversial or delicate subjects and would help to keep him in close touch with the general position in the labour market. Exception may possibly be taken to the presence of officials with non-officials, but no difficulty should arise on this score since the Board is advisory only, and need thus involve no conflict with declared Government policy. Institutions of this nature have proved successful elsewhere and I am of the opinion that they would render very useful service in West Africa, as is already exemplified in the instance of the Gambia.

79. *Trade Unionism.*—Labour organisation in West Africa is still at an elementary stage and those engaged in it have in almost all instances little practical experience of the inception and management of a trade union. Varied and curious ideas

of the functions of such a body are frequently expressed and unexpected aims and activities are sometimes advocated. Advice from Labour officers, with a supply of relevant literature, should enable progress to be made; meanwhile Labour officers will have to carry out some of the duties usually performed by trade unions in more advanced countries.

80. Particulars of existing organisations will be found in the various special Reports.

81. *Penal Sanctions*.—These have been almost entirely removed from the West African Codes as far as they apply to the labourer; such exceptions as remain will be mentioned in the special Reports. This accords well with the existing position, since the supply of labour is usually in excess of the demand, and no written contracts are normally drawn up. Discharge thus becomes a real penalty for the worker, unlike the position in other parts of Africa where employment is always available and recruiting is necessary. The West African labourer is therefore at a disadvantage, and the invocation of penal sanctions would be unfair, as well as superfluous.

82. The elimination of such measures against employers has, however, not been carried far, and in consequence existing legislation includes many provisions which are now obsolete. The question of a review of the main labour laws is under consideration, and I suggest that, should this be undertaken, the necessity for the retention in them of penal sanctions against employers should be examined. Those which still exist are a survival from times when such legislation was intended to deal with primitive conditions, both for the worker and the employer; the modern tendency is for labour laws to become civil rather than criminal in intention, and this has led to the excision of the penal sanctions against the worker. In some cases the offence could be dealt with under the normal criminal code—for instance the case of the employer who wilfully ill-treats an employee. In other cases the offence undoubtedly merits severe punishment, as in the case of fraudulent recruitment; I submit, however, that this would be better dealt with by special law, as in the case of attempted slavery or forced labour. This would leave the labour code as a civil one, without the criminal aspect for the employer. The possible penalty of six months imprisonment for the infringement of a rule requiring the keeping of proper registers, or the provision of housing, etc., appears to be unduly severe, even if it is seldom awarded. On the other hand, the fine which may accompany or replace such a sentence is in most cases comparatively small, although many offences by employers may be most lucrative.

83. I suggest therefore that the fines for such offences should be largely increased, and that where the penal sanction is retained in the labour code, it shall carry the provision that

imprisonment shall be awarded only in default of payment of a fine. The more serious offences, possibly meriting imprisonment without option of fine, could be embodied in special laws. Such an amendment would bring the Colonial law more into accord with the position in European countries, where relations between employer and employee are governed by civil law, except for certain serious offences for which special provision is made. Such an alteration could scarcely be carried out rapidly, nor indeed, is it a matter of urgency; but the existing position is illogical and it must appear somewhat humiliating to the employer, with the inference that the law is directed against him. The matter is one which might well receive consideration when the existing legislation is being reviewed.

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APPENDIX.

EXTRACT FROM A BULLETIN ENTITLED "DIET IN RELATION TO PHYSICAL EFFICIENCY WITH PARTICULAR REFERENCE TO AFRICAN MINE NATIVES", PRODUCED BY THE BEDAUX COMPANY FOR AFRICA, LIMITED, EXISTING AND IMPROVED SCALES OF DIET ISSUED TO EMPLOYEES OF RHOKANA CORPORATION, LIMITED,* 1938.

<i>Items.</i>	<i>Existing.</i>		<i>New.</i>	
	<i>Av. Daily ozs.</i>	<i>Calories.</i>	<i>Av. Daily ozs.</i>	<i>Calories.</i>
Maize Meal	24	2,544	16	1,696
Meat	6·3	222·5	12	425
Vegetables and Fruit	6·7	139·0	6·7	139
Peanuts	1·0	160	1·0	160
Beans	6·7	654·5	4·5	438
Biscuit (Wheat Roll)	2·3	233	6·0	412
Fat	0·6	149·7	0·7	183
Salt	0·5	—	0·5	—
Native Beer	20·0	211	20·0	210
	68·1	4,313·7	67·4	3,663
<i>Additional to underground men :</i>				
Cocoa	20·0	30	20	30
Bread	4·0	256	4	256
Sugar			1	116
TOTALS	92·1	4,599·7	92·4	4,065

* In Northern Rhodesia.

PART II

NIGERIA AND THE CAMEROONS UNDER BRITISH MANDATE.

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NIGERIA.

Introductory.—The Colony and Protectorate of Nigeria is the largest British Dependency in Africa, having a total area (including the Mandated Territory of the Cameroons) of 372,599 square miles and a population estimated in 1938 at 20,582,947 (Annual Report on the Social and Economic Progress of the People of Nigeria, 1938).

2. The Colony of Lagos was founded in 1862 and remained for long the only occupied area; conditions in the coast towns are therefore somewhat similar to those of the other British West African Colonies; there is a considerable proportion of fairly well educated people living under semi-European conditions and retaining no association with any sort of tribal organisation. In the latter part of the nineteenth century the hinterland was opened up and British administration established; in the north this took the form of Protectorates over the large emirates which had previously maintained an independent existence and which, under existing arrangements, are largely responsible for their own government. There is thus a marked divergence between conditions in the north and south of the country, and this is further accentuated by differences in language and religion. The Mohammedan Hausas are a dominating factor in the north; further south important tribes such as the Yorubas and Ibos retain their own social organisation, but have a higher average of education, and some knowledge of English, while considerable numbers profess Christianity. In addition, there are in the north limited numbers of pagans of primitive type.

3. The nature of the country also differs considerably, although fertile highlands such as those of East Africa do not exist. The plateau country of the north is appreciably cooler and drier than the coastal region. Large areas of the country are infested with tsetse fly, but in the north cattle are an important feature.

4. The principal occupation of the inhabitants is agriculture, although conditions in most parts are not very favourable to this. Rotational cultivation necessitates the use of large areas, and long fallow periods must alternate with cropping. The results obtained are frequently decidedly poor, and in many places it is possible to find the population harvesting a crop which in some parts of Africa would scarcely be considered worth collecting. A large proportion of the people in fact work hard for a meagre reward. There are, however, additional resources in the shape of palm kernels, gum, shea nuts, etc., which provide a good living for the people in the areas where they are prevalent. Some cocoa is also grown, although mostly of rather poor quality.

5. From the foregoing, it will be appreciated that the development of the mineral resources of the country has provided a valuable alternative to agriculture in the shape of wage-earning; considerable deposits of tin and certain other metals exist in the north, while coal is worked in the south. There is also some production of alluvial gold.

6. The forest resources of the country are being developed and timber cutting adds materially to the income of the people in some parts.

7. In the Cameroons, conditions are very different owing to the existence in the south of numerous plantations of bananas and some oil-palms; this area is therefore characterised by the presence of a large body of wage-earners, most of whom are migrant.

8. Government undertakings provide a further source of employment, particularly the Nigerian Railway, with a total length of 2,184 miles. Certain industries exist on a small scale; factories for the production of soap and cigarettes and for the canning of petrol employ between four and five hundred men. A feature of Nigeria is the existence of native handicrafts, particularly spinning and weaving; the inferior local cotton is made up into a strong sheeting which commands a ready sale; the dyeing industry at Kano is an interesting example of the expert handling of the material. Weaving is also skilfully carried out, the more artistic productions commanding a high price. Leather is prepared, dyed, and made up in numerous forms of attractive appearance.

9. The population of Nigeria thus consists mainly of a hard-working agricultural peasantry; various forms of wage earning also exist on an important scale, with the usual complications which arise in connection with migration. The conspicuous position of agriculture has in the past tended to mask the importance of the wage-earning habit, and labour conditions have not therefore received much attention. Recently, however, the subject has attracted notice, and the appointment of an officer as Inspector of Labour in 1938 marked this change of attitude. There is accordingly a dearth of information on labour matters, particularly as regards movement; efforts are now being made to overtake this omission, and particulars are being ascertained and recorded. The Government of Nigeria is fully alive to the importance of these problems and the machinery necessary for their study is being created.

10. *Food.*—In the matter of food Nigeria is fortunate in being better supplied than many other African countries. In the north indeed, where cattle are common, the population may be said to be well nourished to a greater degree than is to be found in many other parts of the continent. Consequently migrant labourers making their way to the south in search of employment are usually strong and well fed, the trying effects of the journey being only ephemeral.

11. In the south, however, meat and dairy produce are scarce; cattle are sent down by rail from the north, but quantities are limited and only those areas served by the railway are affected. Distribution on the hoof is greatly handicapped by the existence of considerable tsetse fly belts. The meat is expensive and consequently the coastal urban population is definitely short of animal protein. Fish plays an important part in the southern dietary, large quantities of preserved fish figuring in the imports (212,044

cwt., value £396,027, in 1938*). Only a limited use appears to be made of the large quantities of fish available along the coast and in the lagoons and rivers.

12. On the plantations it is the practice to provide a basic ration, usually of some sort of flour; this, with an issue of salt, constitutes the staple diet. All the labourers, however, supplement this by local purchases of dried fish and similar savouries, while they vary their diet with the plentiful local supplies of cheap fruit, vegetables and root crops, and by collecting wild products such as spinach, fungi, insects, snails, etc. On the whole, therefore, they may be said to be fairly well nourished. Signs are not lacking, however, to suggest that an increase in animal protein would be desirable. Men engaged on heavy tasks, such as mining, frequently plead their inability to work continuously; it appears probable that a marked increase in efficiency could be secured by improved rationing.

13. On the mines the practice is to leave the men to make their own purchases in the local market; since the latter are generally supplied with a good variety of cheap food this arrangement works well enough. Again, however, some increase in efficiency might well be expected were any company prepared to facilitate the supply of animal proteins.

14. Deficiency diseases are mostly rare; scurvy and beri-beri are almost unknown except in famine years, and the only noticeable signs of deficiency are the prevalence of tropical ulcer and a general low resistance to diseases such as pneumonia and tuberculosis. The long dry season which prevails in the north must also tend towards a shortage of vitamin C, mitigated though this may be to some extent by the use of various dried leaves (in this connection see the detailed information given in pp. 38-42 of Part II, the report on "Nutrition in the Colonial Empire").

15. *Housing*.—Accommodation for labourers in Nigeria varies considerably according to the nature of the work and the conditions of employment. On the plantations, the usual system exists whereby the workers are housed in laid-out compounds. The type of building formerly adopted was the hut of sun-dried mud with a rammed earth floor and a thatched roof; this resulted in virtually a reproduction of the native village, but with better sanitation and a higher standard of cleanliness.

16. Within the last few years the Health Department has been making strenuous efforts to have this type replaced by something more permanent, and a few years ago building was undertaken on a large scale, in response to Government pressure. Unfortunately, the type recommended was the old "range" consisting of a long building with twelve small rooms in it; a description is given in the section of the General Report headed "Housing."

*Blue Book, 1938.

17. The widespread adoption of this type of housing is the more unfortunate since it is costly to construct and likely to prove very durable; the planters in the Cameroons claim to have spent over £100,000 on such buildings, and they cannot therefore be reasonably called upon to effect any alteration for a considerable time. The introduction of a modern type eliminating the long "range" and producing a more home-like effect must be regarded as being postponed indefinitely.

18. In the mining areas the village type of housing still prevails. The industry depends upon alluvial workings, and labour camps are therefore impermanent; the life of any mine is precarious and almost certainly comparatively limited. Returns fluctuate and, in the case of tin, are subjected to a varying quota; their financial position is thus highly speculative and not one which can be expected to attract any considerable capital. The mines in consequence can scarcely be called upon to erect expensive permanent housing or to spend very much on labour accommodation generally. The type of house usually provided is, however, well suited to local conditions and, if properly supervised, may be regarded as satisfactory.

19. There is, however, an important feature about such buildings, namely their rapid deterioration. While this kind of house may, when new, be very suitable and satisfactory, it speedily develops defects; the dried mud of the walls cracks, the rammed earth floor becomes broken and dusty and the thatch forms a refuge for rats, insects, etc.; for these reasons frequent replacement is essential.

20. A complication and stumbling block both for the sanitary authorities and the mine managers is introduced by the system whereby a right of occupancy can be granted by the Native Authorities throughout their area. As a result any stranger may obtain permission to establish himself next to or near labour lines, and he is then controlled only by the local authority, though the Administrative Officer and doctor can no doubt influence the latter. The obstacles to maintaining adequate police control or sanitary supervision must be obvious, while the difficulty of securing the removal of disorderly or obnoxious persons may be considerable. There is the further consideration that the value of the rents charged for the right of occupancy may militate against proper discrimination in the granting of permits, if this be left to the tribal elders. While thoroughly appreciating the desirability of upholding the local Native Authorities, I cannot but feel that it is somewhat of an anomaly to rely upon such a body for the maintenance of a proper standard of building, sanitation and general behaviour in an entirely alien community; this is conspicuous in the case of Native Authorities drawn from a very primitive tribe, when the aliens may consist of persons who consider themselves completely superior in education and culture to the surrounding inhabitants.

The problem is an administrative one, and is receiving careful consideration, with a view to the establishment of better control.

21. Another complication is introduced by the system of mine-working known as "tributing" (this will be found described in detail in the General Report, section on Wages and Cost of Living). Natives working under this arrangement are not directly employed by the mines but are of the nature of sub-contractors working a portion of leased ground for a commission on their winnings. Mining companies consequently accept no responsibility for them and they may be either the inhabitants of local villages or casual labour temporarily accommodated wherever they can find room. They are thus apt to form an undesirable element in a mining camp, tending towards overcrowding and insanitary conditions generally. I therefore recommend that all such "tributers," if housed in mining premises, should be brought under the control of the mine management who should be responsible for their living conditions; casual non-resident labour would naturally not be included in such a provision.

22. The housing of Government employees varies very greatly from comparatively good houses for senior clerks down to temporary quarters of the village type for railway upkeep gangs and Public Works Department road maintenance parties.

23. Housing of the clerical staff is of a widely varying standard, being perhaps poorest in the Cameroons. In some towns, numbers of houses are to be seen, dating from 20 to 30 years ago; well built of brick with iron roofs, providing very fair accommodation, but unfortunately constructed in blocks of four quarters "back to back," thus rendering ventilation difficult. This type may, however, be regarded as fairly satisfactory and not in need of early replacement. Police lines are frequently of the village hut type, well laid out and kept in good repair; there is a tendency to replace these by the long range of iron and concrete. I suggest that the more primitive type may well be considered suitable in existing conditions—it is far more home-like than the long range, being in fact a superior edition of the house to which the native is accustomed in his own village. Similarly, the temporary quarters provided for Railway and Public Works Department employees appear to me to be quite admissible, provided always that they are regulated in accordance with the conditions entailed by the definition of a temporary building.

24. *Migrant Labour*.—Considerable numbers of labourers travel about Nigeria from their villages up-country to the various employment centres; furthermore, numerous parties cross from French territory in the north and also from the east into the British Cameroons. No details or statistics of this immigration are at present available, and the only material for an estimate is contained in the tax records which naturally do not apply to

those crossing the international boundary. Clearly defined labour routes can be detected in various parts of the country, and a valuable map could probably be evolved in time to show the main movements to and from work. The compilation of the necessary information will, however, be a considerable task, and it should receive as much attention as possible from the Inspector of Labour. Enquiry will probably show that the numbers involved are decidedly larger than is at present suspected; obviously the present unregulated and unsupervised movement must represent a menace as a factor in the possible spread of disease, while the effect on tribal organisation and native society must be important. In addition there is the question of the welfare of the travellers; in many cases they travel some hundreds of miles and must sometimes endure considerable privation. Provision is needed to assist the return home of sick or destitute travellers. Accumulating information about labour migration will indicate the importance of the various groups and the need for rest camps at the principal points to furnish accommodation and assistance for labourers and provide a convenient centre for medical supervision.

25. *Employment outside Nigeria.*—The law of the Colony and Protectorate carefully restricts recruitment for employment outside the country; agents for foreign contracts must be licensed by the Government and such employment is restricted to countries which have been approved by the Secretary of State. The duration is restricted to 13 months and repatriation facilities must be provided. Regulations also provide that the master of a ship must satisfy himself that passengers are not being carried contrary to the law. It will be observed therefore that the legal provisions against abuse of this kind are ample; unfortunately there appears to be little doubt that irregularities take place in circumstances which make them extremely difficult to detect. The neighbouring Spanish island of Fernando Po together with the mainland territory of Spanish Guinea is largely dependent upon Nigerian labour. The crossing is usually made by canoes and while the great majority of people seeking work are probably doing so voluntarily, there appear to be grounds for fearing that some of the less sophisticated are decoyed away by native touts who deceive them as to the nature and conditions of the work and the rates of pay. In any case the lack of a written contract with its provisions for medical inspection, repatriation, specification of conditions and wages, etc., is unsatisfactory and the traffic much needs regularising. An officer of the Nigerian Administrative Service has, however, been appointed British Consul in Fernando Po, which will enable the interests of Nigerian labour to be protected more than has been possible heretofore. This appointment and the application of a Labour Agreement which is at present being negotiated with the Spanish Authorities, should do much towards effecting the desired improvements.

26. *Medical Attention.*—The very large population of Nigeria naturally necessitates extensive hospitalisation; apart from accommodation for Europeans, there are 56 African hospitals (some of which belong to Native Administrations) and, in addition, 17 hospitals maintained by missions. There are also 322 dispensaries managed by the Native Administrations and 108 mission dispensaries (Annual Report on Social and Economic Progress, 1938). While these figures indicate a real effort to deal with the requirements of the country, existing resources must still be considered meagre in proportion to the population; the income *per capita* of the people of Nigeria is very small and the establishment of really adequate medical arrangements would be quite beyond existing financial resources. The distribution of hospitals has naturally been dictated mainly according to the centres of population, and problems such as the needs of the migrant labourer have not been taken into account. No Government rest camps have as yet been established and there are consequently no dispensaries intended to meet the needs of the traveller; investigation of the movements of labour and the mapping of the principal routes followed will no doubt indicate the various points at which the provision of a dispensary would render a real service.

27. Neither the Government nor any of the private companies maintain medical officers for the express purpose of meeting the needs of labour centres; attention to such matters is given by the nearest available doctor, who has usually numerous other duties to perform. The medical aspect of labour problems has thus hitherto not received any special attention or study.

28. The figures quoted in the Annual Report on the Social and Economic Progress of the People of Nigeria, 1938, indicate that the more important diseases constantly present are yaws, malaria, pneumonia and venereal; periodical outbreaks of yellow fever, smallpox and cerebro-spinal meningitis constitute a threat, while sleeping sickness necessitates a constant campaign for its reduction. Plague has not appeared since 1931. From the foregoing the importance of the study and supervision of migration will be obvious; diseases such as those mentioned must be widely disseminated by travellers, and the labour routes have thus an especial interest in the detection and control of infection.

29. The diseases especially connected with employment centres in Africa are not conspicuous in Nigeria; scurvy is rare, beri-beri of only small occurrence, and other diseases due to malnutrition are scarce. As has been found in similar circumstances in other countries, however, further research may perhaps indicate that at least the preliminary stages of these diseases, particularly scurvy, may prove to be commoner than is at present apparent.

30. Actual conditions in the principal employment centres are, from a health point of view, not bad, judging by results; the tin-mining area on the Jos plateau is in a healthy climate, and

the majority of the workers live in conditions very similar to those to which they have been accustomed; the incidence of disease is therefore low. Increased development involving larger concentrations of labour might have a prejudicial effect, and should anything of the sort take place the situation would require careful watching. The Government has been making sustained efforts to improve the water supply in the main population centres and the need for this is great; for instance, at Minna, the centre of the alluvial goldfields, the townspeople are at certain seasons reduced to a most indifferent supply obtained from holes dug in the dry bed of a stream which in wet weather flows through the town. Contamination of the water supply must be a general and very prejudicial condition in many areas during the dry season.

31. Conditions of life in the towns must in many cases affect the health of the poorer classes. Food is more expensive than in the country, and overcrowding is widespread; in many cases such areas must play an important part in the dissemination of disease. Increasing attention is being given to infant welfare and maternity work in all the principal centres, but progress in such matters must clearly be linked up with better standards of housing and diet.

32. Additional information about medical attention will be found in the section dealing with the various employment areas.

33. *Wages, cost of living, and urban conditions.*—The average rates of wages in various forms of employment will be found tabulated in Appendix IV. The variations are very wide, but this is only natural since there are great differences in living expenses, according to local conditions; in the sections dealing with the various types of employment an attempt is made to assess the ratio between the local wage rates and the cost of living. Probably the worst paid people are the unskilled labourers in coastal towns, for although their rate of pay is considerably higher than that which obtains up-country, it does not compensate for the far greater cost of living, particularly so far as rents are concerned. At the seaports there is as usual a large amount of intermittent employment, particularly on the waterfront; exact details are not at present obtainable and the matter might well have the attention of the Labour Office. Probably some improvement could be effected by measures taken to reduce the numbers of work-seekers coming from up-country; arrangements for repatriation in such cases might be very beneficial.

34. At Lagos many of the workers in Government employment are compelled to travel a considerable distance between home and work; this results from the limited amount of accommodation available in the town and the high rents charged. Any scheme for the provision of housing for these employees in an area near their work would be a great boon and would go far

to meet the claim for increased wages in view of present expenses; this would in fact be a more satisfactory approach to the problem than the consideration of an increase in the wage rate.

35. The position of the middle-classes, particularly of those in clerical or commercial employment, is rendered difficult by the mode of life usually adopted by such people. This will be found described in detail in the section of the General Report entitled "Wages and Cost of Living." The tendency to depend largely upon expensive imported foodstuffs, the considerable expenditure on clothes and a large number of dependents frequently maintained, are all factors in increasing the expenses of this class. Overcrowding and overbuilding are both common, although of recent years increased control of urban areas has mitigated these evils; there is thus a conspicuous need for wide measures of town planning and municipal building in order to provide adequate housing at reasonable rates for the poorer classes. The need for this is already fully realised, but the heavy expenditure involved has hitherto been beyond the resources of Nigeria. Lagos is handicapped by the fact that it is situated on land that is almost an island; this severely restricts the area available for development. The railway has made an important contribution to the solution of the problem by establishing its headquarters out of Lagos; there appears to be a possibility of a similar development across the creek from Lagos at Apapa where the employees of the factories on that side might well be housed near their work. This would relieve congestion in Lagos and reduce the expenses of these employees, and also lessen the present waste of time in travelling. In connection with any building programme, attention might well be given to the utilisation of local products in place of imported cement and corrugated iron; the Forestry Department are conducting interesting experiments in the production of shingles from local timbers, and the possibilities of brick and tile making might be explored.

36. The food supply in the towns is usually well served by the local markets; unfortunately the supply of vegetables and fruit is somewhat restricted owing to the difficulties of growing many varieties near the coast. In consequence there is a large importation of such articles in cold storage; the possibility of developing market gardening and also poultry farming in a suitable locality near the railway might well repay investigation. The protein shortage which characterises the diet in the towns has been dealt with in the section on "Food" and also in paragraphs 22 and 23 of the General Report.

37. Fuel is beginning to present a problem in many of the towns of Nigeria; the existence of large forests does not compensate for the frequent rarity of trees near urban centres.

There appears to be a likelihood of the development of a charcoal burning industry which, if organised on a considerable scale, should do much to meet the difficulty.

Railway.

(Figures extracted from the Nigerian Blue Book, or supplied by the railway management).

38. The Nigerian Railway is a Government undertaking of great importance to the Colony; the system is extensive, being some 1,900 miles long in all. There are two main lines; Lagos-Kano, of 700 miles, and Port Harcourt-Kaduna, of 569 miles. In addition, there are twelve branch lines, one being narrow gauge, from Zaria to Jos, 133 miles. The railway renders good service to the travelling public, the standard of accommodation and service being equal to that of most African tropical railways. An important auxiliary service is a motor "feeder" system which operates over 5,873 miles of road; this consists of suitably fitted lorries, and carries passengers at the low rate of one half-penny per mile; it has also a considerable goods traffic. Its popularity is an indication of the appreciation of the native public.

39. The railway is essential to the development of the country and plays a most important part in all exports; unfortunately, the bulk of the goods carried cannot bear heavy freight charges, while the passenger traffic is not very lucrative. The cost of construction was large, and there is an annual interest payment of £772,384. When this is added to the working expenditure and the annual contribution of £430,000 to the renewals fund, the total is considerably in excess of the revenue; the returns for the year 1938-39, and the estimates for 1939-40 and 1940-41, all indicate a loss of nearly half a million pounds annually. The Colony as a whole has suffered from reduced revenue for some years past, and the financial position is one of difficulty. In consequence, various improvements and reforms, desirable in themselves have had to be postponed; this includes some concessions to the employees.

40. Figures showing the numbers employed and the rates of pay will be found in Appendix IV; from these it will be observed that skilled artisans amounted to 4,553, while unskilled workers numbered 14,848, so the railway is an important employer. The wages paid are, at the top of the scales, good; in the lower rates, however, they are poor. In the ports, where living is expensive, the pay of the unskilled labourer on the railway can hardly be considered a decent living wage.

41. This question is closely connected with the cost of housing, especially in the towns; rents are high, and overcrowding is prevalent. A limited amount of accommodation is provided by the railway for its employees, but this is restricted to station

and tram operating staff, engine drivers and other employees who are on call night and day and must therefore live in close proximity to their work, nor does it affect more than a small proportion of the total. Much of the casual labour employed along the line, and the upkeep gangs, live in native-type houses near their work; these, however, are of a temporary nature, and in no way affect the problem in the towns. The provision of additional housing for this type of worker would thus go far to ease his lot. Unfortunately, the question forms part of the larger problem of providing accommodation for manual labourers generally, and special concessions could hardly be made for the benefit of one section only. Consequently the cost of any such scheme must remain prohibitive until such times as Nigeria has ampler funds than those now available. The position must depend upon the degree to which the Government is prepared, and is in a position, to provide some housing for its lower paid employees, as is the practice with the large private employers.

42. A matter which was brought to my notice by some of the employees is the possibility of extending the benefits of the provident fund to larger numbers. At present, the scope of this valuable institution is limited to a comparatively small number of permanent employees; examination of the pay sheets shows however that many men, while nominally on temporary agreements, have lengthy periods of service. The admission of such men to the benefits of the scheme would do much to improve the position of those growing too old for further work, and would form a valued concession. I understand that the whole organisation of the provident fund is under review; I recommend that the possibility of widening its scope should be carefully considered. A further point is that the real object of the fund is hardly achieved by the payment of a lump sum on termination of employment; this is frequently spent on non-essentials, or divided with relatives, and thus speedily dissipated without permanent benefit to the recipient. Some system for the substitution of a small pension in lieu of the cash payment would be of great advantage, though there are actuarial difficulties in effecting this.

43. Another request was for annual holidays with pay. This concession clearly could not be limited to railway employees, and if applied to all Government servants, the cost would be quite beyond the present resources of the Colony. It must therefore await a substantial improvement in the financial position.

44. A suggestion was also made that wages should be paid weekly instead of monthly, as at present. In the abstract, there is much to commend this change; it should make for thrift, and an escape from the existing resort to credit, and would be of advantage to commerce in encouraging cash payments.

There is however undeniably a large body of opinion opposed to it; monthly payments are the established practice for rent and various household expenses, and the necessary weekly saving to meet these is apparently considered a formidable obstacle. The proposal was advanced in other connections, and will be found dealt with in paragraphs 48-50 of the general section of this Report.

45. The existing system of payment of workmen's compensation was much criticised. This has hitherto been an *ex gratia* grant, according to circumstances, and cases of hardship undoubtedly occurred in the past. Arrangements have since been made to ensure careful examination of each case, but the matter will be put on a more satisfactory footing by the introduction of the Workmen's Compensation Ordinance now in preparation.

46. Arbitration in industrial disputes was also advocated, in accordance with modern practice. This would be in itself desirable, but in the present backward state of labour organisation in Nigeria, considerable difficulty would probably arise in any endeavour to introduce European methods. If however the Labour Advisory Board which I have recommended in paragraph 78 of the general section of this Report were set up, it should form a useful step towards arbitration machinery in due course.

47. The appointment of a welfare officer was discussed, and there can be little doubt that such an innovation would be of real value, in the absence of experienced Trade Union leadership; there are also numerous matters affecting the well-being of the employees which merit the attention of a full-time official. The latter might be drawn from the railway staff, since a good knowledge of the working of the railway would be essential for a proper understanding of the possibilities of improvement and the difficulties to be encountered. I therefore recommend consideration of such an appointment.

48. The foregoing comments will indicate the need for improvement in certain directions, though some progress has already been made. The main obstacle is the annual deficit, and until this has been reduced, or funds have become available from other sources, many desirable reforms must be delayed. Apart from this difficulty, the position is satisfactory; the management is fully alive to the needs of the employees, and relations between them appeared to be good; requests advanced by the men received careful consideration, and the heads of the various departments showed a genuine interest in the welfare of their men.

Mines.

49. *The Goldfields.*—The gold-bearing areas of Nigeria, which are centred at Minna, consist of alluvial workings, no shafts being sunk. The metal occurs sporadically and is distributed

very irregularly; in consequence, the use of mechanical appliances is strictly limited and the amount won is largely a matter of chance. This precludes organised working and is responsible for the system of "tributers". (This will be found described in detail in the General Report, Section on Wages and Cost of Living).

50. It will be seen therefore that the industry is carried on under exceptional circumstances on a system open to various objections. Nevertheless any improvement might very well be fatal to further working; it therefore seems advisable to leave matters as they are in view of the fact that the objectionable features are not in practice serious and that the industry represents an undeniable benefit to the native community. Should a gold-bearing reef be struck, justifying the erection of machinery to work it, the situation would naturally be completely changed; no indications of such development so far exist, however, and the present method of exploitation appears to be the only one possible.

51. *The Tin Mines.*—The tin-bearing area of Nigeria is situated on the plateau and centred on the town of Jos; the dry, cool climate and the rolling downs, studded by rocky outcrops, are somewhat reminiscent of Zululand. The workings are alluvial and consist of large pits, the soil being excavated bodily without the use of shafts. Short tunnels are occasionally employed, but generally underground working scarcely exists. The mineralised soil is excavated in steps of several feet in depth, the overburden being usually removed by means of mechanical grabs. The material is sluiced down a series of trays from which the ore is subsequently collected.

52. The workpeople include a considerable proportion of stabilised labour housed in camps on the mining property. These are paid regular wages and are definitely employees of the lessee. This labour force is largely supplemented by "tributers" who work on very much the same system as that already described under the heading "The Goldfields". These people come from the local "pagan" villages; they are extremely primitive, wearing little or no clothing and resenting any appreciable measure of control. Their villages are organised as a Native Administration which is responsible for the control of the area as a whole. The "Pagans" are, however, despised by the more sophisticated Hausas, Yorubas, Fulanis, etc., of the Christian and Mohammedan communities.

53. The labour lines are almost all of the "village" type; they consist of a series of separate huts regularly laid out, a moderate standard of sanitation and cleanliness being maintained. No permanent buildings are attempted, nor would they be justified since the life of the camps is usually short, being dependent upon the occurrence of tin in the neighbourhood. For limited periods, this arrangement is justifiable, but

the "village" type of labour line should be classed as temporary and given a life of not more than two years. At the end of that time the houses, if still required by the Company, should be unroofed and reconditioned, or, if no longer occupied by employees, they should be burnt. Villages which have sprung up on ground controlled by the local Native Authorities might be brought under the supervision of the District Officer who should be given full power to evict any undesirables; while a buying and marketing centre near to labour lines is desirable, it should exist only subject to a proper measure of control and supervision.

54. The question of the existing form of the mining lease also needs attention; I was surprised to find that this admits of little variation and that it is not the practice to insert special clauses relating to local conditions. The matter of the control of tenants is an instance of the desirability of a special clause; another example is afforded in connection with tree-cutting rights. At present the mining companies may fell any timber on their leased land, and they accordingly do so to utilise the wood or to provide fuel. If, however, they undertake any replanting, they only have control of the commoner types of timber; "protected" trees, which include most hardwoods, can only be felled subject to the approval and conditions of the Forestry Department. I could find no instance of a mining lease which included a clause requiring the regular planting of trees.

55. This state of affairs has led to a general clearance of timber, an effect which has been accentuated by the demand for timber in the mining camps. The local population has accordingly cut down all available trees in the neighbourhood, with the result that there is now a serious scarcity of fuel and a small local industry has been created to bring in supplies, sometimes over a number of miles. This forms a serious item in the cost of living for the mine workers, appreciably reducing the value of their wages; with other important aspects of the situation, such as de-afforestation and soil erosion, this Report is not concerned.

56. I recommend that tree-planting should be freed of restrictions and encouraged by all possible means; furthermore, mining leases might well include a clause requiring the planting of a specified number of trees annually. Without such provision the scarcity of firewood will soon form a serious burden to the population not only of the mining camps but of the whole neighbourhood.

57. Medical arrangements appeared to be adequate. First-aid equipment is kept at the mines under the charge of a dresser, serious cases of accident or illness being sent to the nearest Government hospital, which can generally be reached by motor vehicle in an hour or two. The standard of health is distinctly good and the bulk of the workers appear to be fit and strong.

58. Accidents are rare, but when they occur compensation is assessed and paid under the mining regulations. The usual difficulty of the form of payment arises, since a lump sum is almost invariably uselessly dissipated. The mining companies have suggested that periodical payment of a pension through the Native Authorities to the injured party, or his dependants, should be substituted, but this has not so far been found feasible. I recommend that further consideration should be given to this proposal.

59. *Coal Mining*.—At Enugu, the Headquarters of the Eastern Provinces, there is the important Government owned Colliery. The output is principally used by the Nigerian Railway but a considerable quantity is also sent to the ports. It has been worked for the last 25 years, thus representing a great asset to the country.

60. I visited the Colliery and inspected the camps in which the labourers were living; it was naturally impossible to go all over the workings, but I went into the mine and watched the men hewing coal, thus obtaining some insight into working conditions. I discussed the organisation of the labour with the Colliery Manager and other Colliery officials and held a meeting for the miners themselves at which several hundreds attended; I also obtained the views of the Resident and District Officer.

61. The existing position cannot be considered satisfactory. A strike occurred in 1937 owing to the dissatisfaction of the employees but it was *ex tempore* and unorganised and was comparatively easily settled without serious trouble arising. The men have, however, remained dissatisfied and there is a probability that a continuation of the existing situation would lead to further and more serious trouble. The two principal grievances consist of an acute shortage of housing and the system of rotational employment locally known as "sharing out." Less obvious, but of equal importance, are the changes in control from which the Colliery suffers and the lack of adequate authority on the spot to deal promptly with the various problems as they arise. Furthermore, the output of the mine has been exposed to considerable and unforeseen variations.

62. Dealing with these points in detail, the existing inadequate housing must be a constant source of discontent. There are 687 quarters for a labour force which at present numbers 3,600. Consequently only the senior or long-term employees can hope to be provided with housing in the camps near to the mine. The rest of the employees have to find quarters in the town or in the villages in the surrounding country. This entails a daily journey to and from work which in some cases may be as much as 10 miles, although this figure is applicable only to the better paid employees who can afford bicycles. A large proportion of

the men, however, have to walk several miles, a serious expenditure of time and energy as an addition to eight hours' work in the mine. The men preferred a request for bicycle allowance; the solution would appear to be rather the provision of housing nearer the place of employment.

63. The present policy forms an incentive for the creation of overcrowding in the neighbourhood of Enugu, and increases rents to an extortionate figure in view of the accommodation provided. There is the further point that this burden falls upon the junior and lowest paid employees who are least able to afford it and for whom it is a serious addition to the cost of living.

64. The existing housing is of a fairly satisfactory pattern although unfortunately of the old-fashioned "range" type with from six to ten rooms adjoining. These are 12 feet by 10 feet, of concrete with unlined iron roofs, although a few had composition roofing in place of the iron. A good semi-enclosed verandah in front of each room adds greatly to the comfort of the inmates, separate kitchens outside being provided. Washing and bathing facilities were in the greater part of the camp inadequate; latrines were of either the bucket or pit type and were well kept. A few of the senior African employees had small separate houses of a good type.

65. In addition to the labour lines maintained by the mine, there are certain small settlements a mile or more away where a limited number of employees have established themselves; these are virtually native villages and appear to have arisen from the wish of certain tribal minorities to live together apart from the great bulk of the workers. The health of these small groups is reported to be good and the members are happy and contented; it therefore appears unnecessary to interfere with them provided always that their health remains satisfactory. Some 1,500 men come from neighbouring villages where their families reside; they work at the Colliery for five days a week, returning home for Sunday. The proportion of women and children established in the mine's labour lines is thus correspondingly reduced.

66. For the foregoing reasons I am strongly of the opinion that the housing should be largely extended. The mine attracts a considerable number of men from a distance who must have some sort of accommodation, as would be provided for them on a private concern, such as a plantation.

67. The second cause of complaint among the men was the system whereby the Colliery retains on its books a larger number of men than can be given full-time employment, thus necessitating an arrangement which is supposed to ensure that each man shall work for at least three or four days a week. Its effect

is of course to reduce the actual wages earned. The opening for corruption in connection with the allocation of employment should also not be overlooked. The rates of pay obtaining are as follows:—

Hewers: From 2s. 11d. to 3s. 6d. per shift.

Underground workers: From 1s. 2d. to 1s. 4d. per labour shift.

Surface workers: From 1s. to 1s. 5d. per labour shift.

68. Taking account therefore of Sundays, holidays, and days when for some reason the mine is not working, it may be concluded that for a full week's work a man should obtain at least 5s., but owing to rotational employment this figure may well be halved. The cost of food on the accepted local standard is generally estimated at between 3d. and 4d. daily. To this must be added rent from 4s. to 10s. a month; certain other expenses should also be included. It is therefore obvious that even with full-time employment a married man has barely sufficient for his essential needs; work on only three or four days a week must reduce him to penury.

69. The arrangement was introduced at a time when the consumption of coal had fallen and the output of the Colliery had had to be correspondingly reduced, and it was intended to avoid the hardship of numerous dismissals. It was believed to be a concession to the wishes of the men themselves, but I formed the definite opinion that it was now unpopular, whatever it may have been formerly. There are thus well over 3,500 men on the books of the Colliery although only about 2,700 are actually employed each day, the number varying somewhat; the extent of the natural and justifiable discontent among the work-people can thus be estimated.

70. No improvement will be possible until the greater part of the superfluous labour has been discharged. This will not in fact represent as great a misfortune as it might appear since the large majority of the Colliery employees have homes and gardens somewhere in the country; they would thus merely be reverting to the subsistence agriculture which supported them before the Colliery came into existence. At the same time dismissals should be carried out with as much consideration as possible, and the payment of a small bonus to facilitate the man's return home. Particular attention should be paid to the time of discharge with a view to ensuring that the man reaches his home at the right season for resuming his agricultural life. (In this connection the system of obtaining labour must be mentioned. The supply is rather greater than the demand, and there is therefore no recruiting and no contract. Consequently the workers have to perform the journey between the mine and their homes entirely at their own expense and without any guarantee of employment. No terms or conditions are recorded and no medical examination

takes place.) The resultant reduction in numbers would enable the remaining personnel to expect to be fully employed. A further advantage would be the reduction in housing requirements.

71. The question of fluctuation in output now needs examination. Alterations in the requirements of the Railway are notified to the Colliery from time to time and have of late been somewhat serious and unexpected, owing to abnormal circumstances. This is doubtless essential for the economic working of the railway, but it postulates an elasticity in employment at the Colliery which throws an extra burden on the workers. I discussed the matter with the General Manager of the railway and am convinced that all possible consideration is given when alterations are unavoidable. The effect on the labour is, however, undeniable, and this emphasises the importance of eliminating part-time employment. There is, furthermore, the existing system whereby the coal is loaded direct into waiting railway trucks; should the supply of these be insufficient the mine has to be largely closed down until such time as more trucks come to hand. The workers are thus often faced with a day's unemployment at very short notice. The remedy is outside my purview, but I submit that some arrangement is needed to enable a certain quantity of coal to be accumulated at the mine if trucks are for the time being not available.

72. The existing unsatisfactory position at the Colliery is in my opinion largely due to complications and alterations in the system of control. The manager's authority is limited and various changes of control have taken place in the past, with the result that decisions have on occasion been taken by authorities at a distance who are scarcely in a position to appreciate the exact local conditions.

73. I recommend that the Manager's authority should be increased. Obviously the Resident must be kept in touch with affairs at the mine since he is in the last resort responsible for the maintenance of peace and good order, but this could be accomplished by occasional reports from the Manager. The question of the final authority for the control of the mine is scarcely within my province. It seems clear, however, that the arrangements should eliminate the need for constant consultation and reference required by the present system.

74. Medical arrangements at the mine include a well-provided little dispensary in charge of an African dispenser on a salary of £2.10s. monthly; the Staff Welfare Officer has also been trained in such duties and accordingly performs valuable service. Serious cases must be sent to the hospital in Enugu; attention by a qualified Medical officer is confined to periodical visits by a Government doctor from Enugu. This provision appears to be insufficient. The Colliery has at present about

3,600 men on its books, and even after discharges have been effected some 2,700 will remain. Of these the majority have wives and families, so that some five to six thousand persons are involved. In addition there is another large community of Government employees at the important railway works, where about 700 men are engaged; these are mostly long-service men established with their wives and families, so they may be estimated at another 2,000 persons. The total number of Government dependents is thus probably between seven and eight thousand. The requirements of the Nigerian law might be interpreted as calling for two medical officers at Enugu. In view of the staff already stationed at Enugu this figure seems scarcely supportable; I consider, however, that there is clear justification for the appointment of one medical officer for full-time duties with the workpeople of the Colliery and the Railway. This would have the additional advantage that a qualified medical officer would be responsible for decisions as to the nature of illnesses and injuries and the duration of payment for incapacity as the result of accidents.

75. In this connection I investigated the nature and frequency of accidents, since a somewhat high proportion had attracted my attention in reports on the Colliery. Some explanation was afforded by the discovery that in the past a man temporarily unemployed owing to an accident was paid at the nominal monthly rate instead of his actual earnings in rotational employment. He was thus better off on accident pay than when at work; the implications will be obvious. An alteration has now been made whereby the man receives payment based on the average amount that he has actually been earning. The proportion and the duration of the consequent incapacity have since largely diminished and may now be regarded as being within a normal figure.

76. The organisation of the labour on the mine is at present rudimentary. The men are mainly of a primitive and uneducated type and the formation of any kind of trade union is for the time being quite beyond their powers. Some attempts at combination have been made but they have been of an elementary and unregulated nature, so that the claim of the spokesmen to represent the workers is of very doubtful validity. For the present, therefore, some alternative system for ensuring the necessary contact with, and comprehension of, labour requirements must be evolved. I formed the opinion that the proper and satisfactory understanding and control of the considerable body of native labour involved could only be accomplished by an officer having the authority and prestige of a permanent appointment in the Administration, and furthermore possessing a good knowledge of the tribal life and customs of the local native. Some such appointment is essential since the European mine staff are fully employed in their normal duties and are in

any case selected for their professional qualifications and not because of their comprehension of, and sympathy with, African labour. The welfare and contentment of the workers will depend upon this officer in collaboration with the Manager, and he should be qualified to express an authoritative opinion and to prepare reports upon all aspects of labour at the Colliery, though his duties should not infringe the executive authority of the Manager. He would also be able to advise and guide any advance towards the formation of a representative Union when this becomes possible.

77. I therefore recommend the secondment of a carefully chosen District Officer for one or two tours to be responsible for the labour side of the Colliery organisation. In order to emphasise the importance of the post I suggest that he should be given one extra annual increment on his appointment to the position. An African clerk and also the appropriate allowances would be required.

78. I can see no alternative to the expenditure of a considerable sum upon additional housing. I therefore recommend the adoption of a building programme to cost £25,000 to be carried out progressively. This should provide an additional 700 quarters together with the necessary amenities, and should go far towards meeting existing requirements. This programme could be executed gradually, and modified or hastened as results indicated.

79. The argument may be raised that such heavy expenditure would render the whole Colliery a non-paying proposition and that the coal might be obtained more cheaply from Natal. Against this must be weighed the important consideration that the alternative would entail large remittances out of the country in place of the sums at present spent locally in wages and working expenses.

80. A question which merits careful consideration is the diet of the men employed at the Colliery. Under the existing system they provide their own food and receive nothing in the way of rations from the mine. This means in practice that they live on the ordinary local native diet which is almost entirely farinaceous; only a small quantity of meat or fish being added as a relish. The men are thus permanently short of animal protein and their diet cannot be considered adequate for the performance of hard work. Conditions of employment are exacting and the labour is arduous; it therefore appears undeniable that better food would lead to a marked increase in efficiency. Scientific examination and carefully compiled records on the Rand, the Rhodesian Copper Belt and the Congo mines have clearly indicated the practical results to be obtained from a liberal meat ration, and equal benefits would no doubt result were this change made in Nigeria. Unfortunately the issue of food is contrary to local customs and would probably prove most

unpopular with the workers, particularly at first. I am, however, of the opinion that a preliminary step might be tried in the form of a ration of cocoa, accompanied by a small loaf or biscuit, before the miners start work in the morning; this would reproduce the practice on the Rand. The use of a high-grade cocoa would be unnecessary, since the local article might be ground up with sugar, as is done by the West Indian peasantry; inquiries also suggested that certain manufacturers might be prepared to produce a cheap but wholesome article for this purpose. The biscuits might be made from local flour and the cost of the whole ration would thus be quite small. This would provide a nourishing light meal before work was started, and a marked improvement would be effected on present conditions, where the men enter the mine having had little or nothing to eat. The issue of this cocoa ration would serve to indicate the popularity of the innovation and it would also afford evidence of the increase in efficiency to be expected from improved feeding. Should the results prove satisfactory, as may be hoped, a further step might be taken and trial made of the issue of a stew consisting of meat and beans at the end of the day's work. Any such issues should be free and there should be no question of deduction from the men's pay; all available evidence goes to show that the additional expenditure would be more than repaid by the resulting increase in efficiency. ("The large output of energy required of the average native working on the mines cannot be adequately provided for by one large meal a day, and Compound Managers and Staffs would perform a service of the highest value, both to the natives and to the mining industry, if they would bend their energies towards educating the natives to take a substantial meal before going underground, and to eat some food about the middle of the shift." Dr. A. J. Orenstein, Chief Medical Officer of the Rand Mines Group, quoted by the Bedaux Company, in "Diet in Relation to Physical Efficiency.")

81. An innovation such as this would require tactful introduction, while the results would need careful record and tabulation; this would in fact be one of the many ways in which the services of a seconded District Officer would be valuable. The Report of the Committee on Nutrition in the Colonial Empire remarks of Nigeria: "Physique is in general much below European standards owing to qualitative dietary deficiencies. The average diet is high in starchy food and low in animal protein and fat, vitamins and minerals." Heavy manual labour such as that involved in coal mining under tropical conditions must obviously make great demands upon the physique. I therefore recommend careful investigation of this matter with a view to effecting an improvement, even should my foregoing proposals prove to be inapplicable.

82. Another step which might well prove beneficial would be the provision of vessels containing a saline mixture, at convenient points in the mine for drinking purposes; a solution of

one ounce of lime-juice, and ten ounces of salt, in sixty gallons of water, is used on the Rand, and has been found most valuable in reducing fatigue due to excessive sweating during work. The cost would be very small, and a carefully regulated experimental issue should produce interesting results in increased production.

83. Consideration might also be given to the possibility of providing leg-guards for hewers; the men at present usually wrap their shins in sacking, but this is unsatisfactory, and fails to protect the feet. Boots are unpopular, as impeding movement in the case of men accustomed to the freedom of bare feet, but some sort of protection should be devised to cover the shin and upper part of the foot. They should be a free issue, on loan, since there is little likelihood of theft; any expense would almost certainly be recouped by the corresponding reduction in accidents; during the year 1937-8, there were 1,029 accidents at the Colliery, of which 586, or 57 per cent. of the total number, were injuries to the foot or leg (Report of the Colliery Department, 1938).

84. *Timber Industry.*—There is a considerable amount of activity in the felling of local timber by various concessionaires under the control and supervision of the Forestry Department. Valuable trees are somewhat scattered, being distributed amongst numerous others of less worth; felling therefore is not carried out in compact blocks but takes place over comparatively large areas, with the result that concentrations of workpeople are temporary and shifting.

85. I visited a number of the camps and investigated the conditions of employment. The work may be described as healthy and pleasant although hard; the damp heat of the forest is oppressive to Europeans but scarcely affects the Africans. The camps which are temporary buildings of the "village" type, are usually occupied for a few months only and seldom for as long as a year; the occupants are then moved on to a camp in another area, the old huts being burnt. This arrangement may be regarded as quite satisfactory, the accommodation meeting requirements well enough, while the short life of the camp eliminates the evils which arise from prolonged occupation of such lodgings. The burning of the old camps appears to be strictly carried out, and this prevents their subsequent occupation by casual wanderers as is apt to occur in the somewhat similar case of the temporary camps connected with the mining industry.

86. Wages vary from 7½d. to 1s. a day, while headmen earn up to 1s. 6d. a day and overseers up to 70s. monthly. The cost of living is exceedingly low although it varies somewhat according to the locality, being usually from 1s. to 1s. 6d. a week and occasionally slightly higher. Rations are not issued, the men buying their own provisions in the local markets. The food available is varied and satisfactory in variety, except for a

slight tendency to the usual shortage of animal protein, represented in this instance chiefly by dried fish. The labourers all appeared well-nourished and the incidence of sickness is exceedingly low.

87. Medical attention is not available in the camps, where the resources are restricted to provision for first-aid; serious cases are sent by road to the nearest Government hospital. When these occur they are usually due to some accident incurred in the course of work and are seldom cases of serious illness. In such instances hospital expenses are met and the men's wages are continued for the period that they are in hospital.

88. The supply of labour is somewhat in excess of the demand, the local population being usually glad to supplement their subsistence agriculture by a spell of wage-earning. The bulk of the labour employed, however, is permanent, and in most of the camps more than half of the labour has been employed for several years; the majority had their wives and families with them. There is no recruitment of labour and no formal contract. The conditions of the industry as a whole can be regarded as satisfactory; the employees are healthy and contented, while their earnings, low though the figure may seem, are nevertheless ample for their needs and for the purchase of a few luxuries.

89. In connection with the timber industry there is a flourishing sawmill at Sapele employing about 500 men. The work is popular, wages being from 9d. to 2s. and upwards a day. Employees find their own housing in the town and the cost of living is therefore somewhat higher than in the timber camps in the forest. The time worked is about eight hours a day with a two hours' rest at midday; there is in addition an excellent arrangement which provides for a short break for breakfast in the morning, cooks being employed by the Company to cook the labourers' own food for them.

90. *Rubber Plantations.*—There is a small rubber industry mainly consisting of long-established plantations which were not worked during the prolonged period of depression in the rubber market but have been worth exploiting again during the last few years. Tapping is carried on throughout the year with the exception of a one month to six weeks' rest period; the flow of latex is distinctly limited. The rubber is made up for sale in factories on the plantations for forwarding to Europe. One estate, however, disposed of its product locally.

91. The work is mostly light and pleasant and it is therefore popular although wages are low, rates of pay ranging from a minimum of 6d. (on one estate 7½d.) a day up to 1s. or more a day for semi-skilled and skilled workers. No rations are issued and the men buy their own food. This is extremely cheap and of a considerable variety, fluctuating according to season. Yams cost six or nine pounds for a penny and maize twenty cobs and

upwards for the same sum; small smoked fish are two or three for a penny, antelope meat when procurable twopence a pound and palm-oil about 8d. a gallon. Fruit and green vegetables are plentiful except for a shortage in the dry season; the labourers grow some of these themselves. Meat and fish are eaten more as a relish than as a regular constituent of the diet, but the considerable amount of palm-oil used in cooking supplements this element.

92. Labour is housed on the estates, a large number of new quarters having been erected recently while construction is still proceeding; good materials are used and the houses are well built of concrete and iron. Unfortunately the type recommended by the Health Department is once again the long "range" of twelve rooms in line. Kitchens, latrines and baths were all communal; they also are of substantial construction.

93. The proportion of permanently employed labour was surprisingly high, the United Africa Company, for example, having the larger part of their labourers on the pay-roll for several years. The proportion of married men is correspondingly high, in some cases more than half of the total labour force. In spite of this permanent employment, contact is maintained with the home villages by the general habit of returning there during the month or six weeks' slack season. At the Ibu camp on the Jameson River Estate at Sapoba there is a school supervised by Roman Catholic fathers and attended by 69 pupils of whom 26 do not belong to the estate; there is also a Baptist school across the river which is attended by some of the children from the estate. A much appreciated football field has been constructed and a playground for the children is planned.

94. There is no recruiting of labour and no contract, the supply being rather more than the demand. No medical inspection of employees takes place, but the Medical Officer at Sapele is retained by the estates and visits them once a fortnight. Minor ailments and injuries are attended to by a dresser, serious cases being sent to Sapele hospital. The proportion of illness is small, pneumonia being the chief ailment, although in this particular the position has improved since the construction of permanent housing.

95. The rubber industry is not of great importance, employing only some 1,200 to 1,500 men; nevertheless it is a distinct boon to the local population to whom it offers an opportunity for wage-earning in agreeable conditions as an alternative to their own agriculture.

96. *Employment of Women and Children.*—The employment of female and child labour is not a matter of much importance in Nigeria, where few instances of wage-earners of this class are to be found. A small number of girls are employed in the cigarette factory near Ibadan; the work, which consists of

tasks such as sorting tobacco, filling packets, and pasting labels, is light and conditions are agreeable; hours vary somewhat as piece-work is the rule, but they appeared to come within a forty-hour week. The rate of pay is from 5d. a day upwards; While this figure is undeniably low, it should be remembered that otherwise the girls in question would be living with their families and probably earning nothing. The management and care of this labour seemed to be open to no objection.

97. Employment of women in clerical and commercial posts exists at present only to a very limited degree, and so far presents no problem; there is, however, the possibility that the spread of education may increase this class of worker, in which case competition for the few posts available might lead to depressed conditions.

98. In the life of the native community women's work naturally plays an important part; this, however, is in accordance with normal native custom and is not wage-paid labour. Numbers of women are also to be found engaged in the sale of produce in the markets; this again is not for wages, being in almost every case a matter of individual enterprise.

99. Employment of children is rare in Nigeria; the code provides that no child under the age of 16 years of age shall be employed upon machine work. A limited number of youths are usually to be found in employment centres engaged in light tasks such as sweeping, etc.; conditions do not appear to call for criticism. In native life children habitually take a share in the household work at an early age, but this is in accordance with custom and there is no reason to suppose that the kindly African parent is at all exacting.

100. There is one direction in which there might be a danger of the employment of female and child labour in objectionable conditions, and that is in connection with the system on the mines known as "tributing"; this is described in detail in paragraphs 51 and 52 of the General Report. The arrangement is in fact frequently a kind of family contract, and a man will bring his wife and children to the alluvial workings. It may then occur that the man absents himself for a day or two leaving his small son to continue the work; alternatively the family may help the labourer with his task. While visiting the alluvial areas I saw in fact very few instances of this sort; nevertheless the possibility seems to require watching. The general question of the employment of juveniles does not affect school attendance since educational facilities are available for only a small proportion of the juvenile population of the country.

101. *Juvenile Delinquency*.—The treatment of juvenile offenders is governed by the provisions of the Native Children (Custody and Reformation) Amendment Ordinance of 1932.

There are in Nigeria three reformatories for young criminals—the Government Industrial School at Enugu, the Salvation Army Industrial Home at Yaba, and the Kano Native Administration Reformatory near Kano City. Management appears to be on modern lines, and a display of scouting which I attended at the Government school at Enugu indicated a high level of interest and keenness on the part of the boys. The problem of the juvenile nomad who makes his way to a town and there ekes out a precarious existence in dubious fashion, exists in Nigeria, although not so conspicuously as in other parts of Africa. The problem, in so far as it occurs, might to some extent be dealt with by means of police action in the supervision of boys without employment or guardianship who might, in the case of those coming from up-country, be sent home again under provision for the repatriation of destitutes.

102. *Trade Unions.*—The legal position of trade unions is covered by Ordinance No. 44 of 1938, as amended by Ordinance No. 35 of 1939; these give the usual facilities and include provision for peaceful picketing and protection against actions for tort.

103. At the time of my visit no unions were registered in Nigeria, although various bodies were coming into existence which will presumably eventually take shape as trade unions. The leaders are at present lacking in knowledge and experience, and some time will have to elapse before unionism can become at all effectual. Meanwhile, the functions of such bodies will have to be carried out by Labour Officers who will be able to do much by their advice and help to promote organisation on sound lines.

104. *Staff.*—There is already a considerable body of wage-earning labour in Nigeria, and this will tend to increase as the country develops; hitherto there has been little trouble in connection with labour, but certain incidents have occurred which suggest that this state of affairs is unlikely to continue. There is therefore an obvious need for the necessary attention to be given to the question before difficulties have assumed serious proportions; this will entail the appointment of certain officers on full-time employment for this purpose.

105. I have been somewhat surprised to find that the situation in Nigeria differs in one respect from that of most other African countries. With certain exceptions there are few clearly defined areas where large numbers of men are regularly employed; consequently, the appointment of full-time Labour Officers to various districts would in many cases scarcely be justifiable. Periodical inspection is very necessary, but hardly to the degree that would demand the services of a resident Labour Officer.

106. There are two exceptions to the foregoing generalisation to which I have referred elsewhere in my report. These are, firstly, the important plantation area in the Cameroons, and,

secondly, the Government Colliery. For each I am recommending the appointment of an officer to be stationed at Victoria and Enugu respectively. Apart from these, there seems to be no conspicuous need to station officers in particular localities. Should fresh development take place in any particular direction, notably the tin and gold-mining areas, the position might well alter, necessitating additional staff; but this is scarcely needful at present unless closer investigation and accumulating information should prove it to be so.

107. There is also the question of the general policy to be pursued, and the collection and examination of information on labour matters available in other countries. I have been impressed by the lack of the latter in Nigeria, where little appears to be known of modern practice elsewhere.

108. The existing arrangement whereby the subject is dealt with by a specialising officer attached to the Secretariat does not in my opinion fully meet requirements. This officer can no doubt attend to the collection of information, comment upon questions as they arise, and generally perform the office duties of the post. It is, however, highly desirable that he should be able to travel freely so as to acquaint himself with the actual position in various parts of the country; he would then be able to furnish authoritative reports on any matters requiring attention, suggest desirable changes in policy, and ensure that any possible trouble was foreseen and dealt with in good time. This would entail his absence from Lagos for a considerable part of the year; thus making it impossible for him to carry out the duties of an ordinary Secretariat officer, in maintaining files, keeping correspondence up to date, compiling reports, etc.

109. A large amount of work is required in order to secure the requisite information regarding the movement of labour and the districts from which employees are drawn for the various enterprises. (I was able to detect the existence of certain definite labour routes which had not previously been recognised as such; no doubt many more exist.) Detailed information on this point is of considerable importance in the case of expansion or contraction of requirements, to ensure that in case of retrenchment the men are returned to their homes as far as possible at a period which will enable them to resume an active part in the agricultural community. There is also a great need for tabulated knowledge of tribal peculiarities, customs, diet, etc., etc., such as is essential for a proper comprehension of the labourers' needs.

110. The accumulation of all such information will depend primarily on personal observation, but it must also be supplemented from material supplied by Administrative Officers, thus necessitating a considerable amount of correspondence.

111. For such work the machinery of the Secretariat is scarcely suitable; a separate office with its own files, records, maps, etc., is needed under an officer who could carry on correspondence

without this having to emanate, at least in theory, from the Chief Secretary. For the foregoing reasons I recommend the establishment of a separate Department under an officer who would have the same status as other Departmental heads. He would then be in a position to draw up annual or special reports on labour and would have access to His Excellency the Governor, should occasion arise. Heads of Departments in Nigeria receive salaries ranging from £1,400 per annum up to considerably higher figures; I therefore recommend that the head of the new Department should receive a salary of £1,400 per annum. This is less than the amount drawn by the Labour Adviser in Jamaica, but is slightly more than that of the equivalent posts in Tanganyika Territory and Northern Rhodesia; but the much larger population of Nigeria and the general higher average of salaries may be considered to justify this. In a country of the size and importance of Nigeria it is essential that the salary offered for a responsible post should be such as to secure the services of a thoroughly competent officer.

112. To secure continuity and to permit of the requisite amount of travelling to be undertaken, I recommend the appointment of a junior Administrative Officer to act as Deputy Head of the Department on a salary of £700-£800.

113. In addition to these, certain office staff will be necessary for which I recommend one Second Class Clerk, at about £100 per annum, and one Messenger, at about £20 per annum.

114. Total expenditure would thus amount to:—

<i>Headquarters.</i>						£
Labour Commissioner	...	...	...	...	...	1,400
Deputy Labour Commissioner	...	...	...	...	...	750
Second Class Clerk	...	...	...	...	...	100
Messenger	...	...	...	...	...	20
Books, publications, etc.	...	...	...	...	...	20
<i>Victoria.</i>						
District Officer	...	...	...	...	...	750
Clerk	...	...	...	...	...	80
Messenger	...	...	...	...	...	20
<i>Enugu.</i>						
District Officer	...	...	...	...	...	750
Clerk	...	...	...	...	...	80
Messenger	...	...	...	...	...	20
Total						£3,990

115. This establishment should in my opinion serve for existing requirements and admit of the collection of the information necessary to form an accurate estimate of the services needed; the above sum is a modest one for a country whose total revenue

is some £6,000,000 a year. Further expansion is likely to be necessary in the future, but the immediate need is for investigation and the assembly of data, for which the foregoing provision should suffice.

116. *Legislation.*—The International Conventions Nos. 4 and 41 (Employment of Women during the Night) are applied by Ordinance No. 1 of 1929, as amended by Ordinance No. 17 of 1932. No. 5 (Minimum Age for Employment in Industry), No. 6 (Night Work of Young Persons employed in Industry), No. 26 (Minimum Wage-Fixing Machinery) are all applied by Ordinance No. 17 of 1932. No. 7 (Minimum Age for Employment at Sea) is applied by Ordinance No. 12 of 1933.

117. Labour conditions generally are governed by Ordinance No. 1 of 1929, providing a labour code for Nigeria; this was amended by Ordinances No. 14 of 1932, No. 17 of 1932, No. 12 of 1933, No. 29 of 1933, No. 45 of 1933 and No. 39 of 1938. This series of legislation provides a modern code and deals with all aspects of labour. Procedure under the code is normally by means of summons, and the criminal element has been largely eliminated. Certain points require attention. The oral contract may extend to six months; I recommend that this should be reduced to one month, the figure adopted in most other African British Dependencies. Section 12 establishes a penalty for any employer who may “withhold wages”; Section 2 of Ordinance No. 29 of 1933 amends this by adding “with intent to defraud”. Penalties are, for a first offence, a £10 fine, for a second offence, a £25 fine, and for a third offence, a £25 fine and two months’ imprisonment. This term “withhold” admits of poverty as a defence; I recommend that it should be altered to “fail to pay” as has been done in other Colonies. I also recommend the deletion of the amendment “with intent to defraud”; deliberate fraudulent intention is difficult to prove, and the section is of especial value in dealing with such cases as that of a contractor who engages a large body of labour without any certainty of being able to pay their wages. This offence may in certain instances be a very lucrative one, and a penalty of £20 may therefore be quite inadequate. I recommend a fine up to £100 for the first offence, and for subsequent offences a fine up to £250 with, in default of payment, imprisonment for a period not exceeding three months.

118. Penal sanctions against the employee, as usually understood, have been deleted; though a doubtful case remains in Section 15 (i), which imposes a fine of £25 or three months’ imprisonment, or both, on any man entering into a foreign contract of employment without sanction. Otherwise procedure provides for action by a court, which can adjust any dispute and require security for the due execution of the terms of a contract, in default of which imprisonment up to three months may be awarded.

119. Penal sanctions for employers are still numerous. An employer paying wages in kind, failing to supply stipulated benefits, or withholding wages is liable to the penalties enumerated in paragraph 117. Other offences leading to fines or, in default, imprisonment, are failing to carry out a repatriation undertaking, and infringement of the rules governing the employment of women at night. Severe penalties are imposed for illegal foreign contracts, which may amount to a fine of £500 or 5 years' imprisonment or both, while the master of any ship concerned is liable to a fine of £1,000 or the confiscation of the ship. Section 48 provides a penalty of a fine of £50 or 6 months' imprisonment, or both, for decoying an apprentice, and if an attempt is made to decoy an apprentice out of Nigeria the penalties are doubled.

120. The subject is dealt with in the section entitled " Penal Sanctions " in the General Report; I suggest that any future revision of the labour code should take account of the possibility of eliminating many of the code's penal provisions.

121. Severe penalties for decoying labourers out of the country are certainly justifiable, since such activity may well be little short of slavery; provisions to deal with it might, however, be suitably established in a separate Ordinance instead of appearing amidst the mild provisions of the labour code.

122. Actually, the question of contracts is not one of material importance at the moment, since the written contract is scarcely used in Nigeria; nevertheless, if the law deals with the subject it should do so in the best manner.

123. Other Ordinances referring to labour are as follows. The Forced Labour Ordinance (No. 22 of 1933), as amended by Ordinance No. 16 of 1937; this brings the provisions of the Nigerian law on the subject of compulsory labour into complete harmony with the International Convention on the subject. It incidentally establishes the weight of a porter's load at 65 lb.; I recommend that this should be reduced to 50 lb. Ordinance No. 18 of 1937 enables the Governor-in-Council to provide by Regulations for the safety of persons employed in docks, wharves and quays. Ordinance No. 44 of 1938, as amended by Ordinance No. 35 of 1939, relates to trade unions and has already been dealt with under the section of this Report dealing with that subject. Comprehensive workmen's compensation legislation based on a model Ordinance prepared in the Colonial Office, has been drafted and it is hoped to present the Bill to the Legislative Council at an early date.

CAMEROONS UNDER BRITISH MANDATE.

124. *Introductory.*—The Cameroons under British Mandate differs from Nigeria in that it has a number of large plantations under European management, this system being of considerable importance to the economy of the country. The former international boundary was an obstacle to intercommunication

between Nigeria and its neighbour, while in addition geographical features would render the construction of roads difficult and expensive. Consequently the only means of access is by sea where the service has been rendered somewhat irregular as a result of the war. My journey was therefore made by travelling from Lagos to Cotonou in Dahomey, thence by French air mail to Duala in the French Cameroons, and so to Victoria by launch.

125. Consequent upon the war a steamer service has been established between the British Cameroons and England to export the produce of the large banana plantations and this is proving a decided boon. Road communication with Nigeria would, however, be a great advantage when funds admit of its being carried out; the introduction of air transport with a flexible subsidiary service in addition to the main routes would also do much to facilitate progress.

126. The situation in the Cameroons at the time of my visit was abnormal owing to the war; the plantations were being kept up by their German managers with depleted staffs under the control of the Custodian of Enemy Property. In writing my report, however, I have endeavoured to visualise and deal with the situation as it would exist in normal times.

127. *Labour Supply.*—The characteristics of the plantation labour of the Cameroons are the ample supply of migrant labour and the absence of recruiting and contracts. The information at present available does not admit of any detailed analysis of the movements of labour. It is, however, possible to say that the supply comes from a wide area including Nigeria and the French Cameroons. The distances travelled are not as a rule very great in comparison with other parts of Africa and a journey of 200 miles is probably the maximum unless in exceptional cases. This results in a great admixture of tribes although this does not appear to entail any serious friction.

128. The supply of labour is normally sufficient although occasional shortages are reported; there seems to be in fact a fairly steady balance between supply and demand. Consequently recruiters are unnecessary and wage-seekers make their own way from their homes to the places of employment without any assistance. As a result transport facilities, medical inspection of recruits, repatriation arrangements, contract rights and specified conditions of work are all lacking, to the obvious detriment of the worker. On the other hand, the local native appears to be independent, self reliant and accustomed to travelling, and would therefore probably dislike any control over his movements even though designed for his benefit; and it would certainly be inadvisable to endeavour to introduce a system equally unwelcome to employer and worker.

129. The labourers as a whole are a primitive and inexperienced type; they have no idea of combination and have hardly reached the stage of boycotting the unpopular estate. As

a matter of fact, organisation, methods of management and working conditions generally appear to be from the workers' point of view very similar and there is thus no particular occasion for discrimination. A surprising feature of the local labour is the high percentage of daily turn-out, most plantations being able to show 90 to 95 per cent.; a similar type of labour in other parts of Africa usually shows a figure of between 50 per cent. and 70 per cent. Piece work is adopted where possible and a fair standard of efficiency appears to be obtained without much supervision. At the same time performance must be handicapped by a shortage of protein in the normal diet. This point is discussed in greater detail below.

130. *Migrant Labour*.—Further information as to the movements of labour and some attempt to map out the routes followed are essential for a proper comprehension of the situation. Without these no study of the effects of the wage-seeking migration is possible and the sociological results of employment upon the distant home villages are unknown. At present these are not important; further development, however, might well bring them into prominence. There is also the possibility of difficulties arising owing to the outbreak of epidemic disease in any area, or of complications due to the influx from French territory. Inequalities arising from the variable instance of taxation represent a certain measure of injustice to the worker and make possible an undue depletion of the scanty revenues of up-country districts. Various other administrative problems may also arise in the future. No system of identification of the traveller at present exists and its absence handicaps investigation. The feasibility and desirability of introducing something of the sort is naturally an administrative question but the possible need for this should not be overlooked as development proceeds.

131. The potentialities of the banana trade appear to be considerable in view of the fortunate absence of the diseases which have curtailed production in the West Indies. The various other plantation products, such as cocoa, rubber, palm-oil, etc., also appear to offer promising prospects. There is furthermore the possibility of mineral discoveries which, even if at some distance from the Cameroons, might have an appreciable effect on the supply of labour and the rate of wages. The situation as regards labour may therefore be described as at present satisfactory but one which might well be disturbed by the aforementioned factors. A clear comprehension of the whole situation is therefore desirable.

132. *Employment Centres*.—The plantations are exclusively situated in the southern part of the Mandated Territory owing to the need for easy access to the sea. They are almost all of considerable acreage with a labour force of up to a thousand or even more. Management naturally differs somewhat, but may as a whole be described as efficient and up-to-date. With three

exceptions they are German-owned and were thus dependent for supplies and working expenses on Germany, a position which had led to certain complications even before the outbreak of war.

133. The important palm-oil plantation at Ndian near the western border of the British Cameroons, the property of the United Africa Company, differs somewhat from the rest of the estates in the territory. It is accessible only by water, the journey taking 10 to 12 hours by launch either from Calabar or the Mbonge, the point at which motor transport is available to the district headquarters at Kumba. Covering an area of 7,000 acres in a well-developed condition with a fine modern factory to handle the produce, and employing some 800 labourers, the plantation is one of the best to be found in West Africa. Its isolated position is, however, a decided disadvantage, rendering transport of supplies difficult and limiting the possibilities of the diet for the labourers. Further, serious cases of illness have to be sent to the medical officer at Calabar, minor ailments being dealt with by the trained African dresser at the estate's hospital. Apart from these inevitable handicaps the workpeople are well cared for and obviously contented. They contain a far larger proportion of Nigerians than those of the other Cameroons plantations, as might be expected from Ndian's proximity to the border.

134. *Stabilisation.*—An important question throughout the Province is the degree of stabilisation attained or to be desired. The usual features of this type of migrant labour are to be found on all the plantations in the shape of a nucleus of skilled or semi-skilled workers more or less permanently resident on the estates. The proportion varies widely, being from 10 to 50 per cent., and it may be expected to increase, though the newly introduced type of housing does not encourage family life. This tendency may be regarded with approval since the workers in many cases come from thickly populated areas which might well lose some of their numbers with advantage. At the same time it is important to preserve the essential elasticity of supply to permit of the necessary expansion or contraction due to increased development, falling prices, or other causes of fluctuation. A stabilisation figure of anything up to 50 per cent. is probably permissible, but this would of course entail the inclusion of a considerable proportion of the unskilled labourers. The process might well for the present be allowed to take its natural course, but should be watched in order to guard against the possible accumulation of an unduly large body of workers entirely dependent upon the plantations and therefore liable to be rendered homeless and destitute by unforeseen disaster.

135. *Payment in kind.*—A question to which I gave particular attention was the prevailing Cameroons custom of part payment of wages in goods. The situation is peculiar and exceptional in that there is a surprising dearth of petty traders. At

the principal estates there are usually well-stocked shops, or "factories" as they are locally termed, the property of some large trading company; but there is nothing between these and the very humble enterprise of the African trader dealing in a few elementary necessities. Consequently the plantation labourers find it a great convenience to have a store established on the estate; there they can obtain various articles, the value of which is deducted from the wages paid to them at the end of the month. In many cases books of tickets are utilised, being issued and debited in fixed amounts, thus simplifying accounting. The prices charged appear to be almost always at or below the ruling local market rate. The arrangement is thus a decided convenience to the labourer who is usually in need of something before pay-day; given that no pressure is exercised to encourage expenditure, the worker has little about which to complain. On the other hand the plantation is making a considerable profit as represented by the difference between purchase at wholesale and sale at retail prices, but any attempt to give the worker the benefit of this by a lowering of prices would evoke protest from the local traders. A fair solution would be to set aside profits for utilisation as some sort of benevolent fund; this, however, would involve considerable accounting and would be difficult of supervision, while it would be most unwelcome to the employers. It may therefore be dismissed as impracticable. There is again the constant possibility of some coercion of the worker to take a larger proportion of goods in lieu of cash, and there are other objectionable features. The actual proportion of "truck" to cash varies widely between 10 per cent. and 50 per cent., the average being about 25 per cent. The system is characteristic of the German plantations on which it has apparently always existed, and it has been developed of late owing to the economic system obtaining in Germany which rendered it easier for the plantations to obtain goods rather than cash from the home country. It is noteworthy that the system does not exist on the British-owned plantation at Ndian. The arrangement is obviously open to abuse and is indeed one which in most of the British Dependencies is definitely illegal. At the same time it is well established in the Cameroons and its immediate abolition would entail considerable inconvenience and hardship for the employees on the estate, failing the introduction of some alternative. A settlement is scarcely possible until the war is over, but the matter should then receive attention with a view to its gradual elimination.

136. *Housing*.—Financial restriction has entailed a low standard of housing for Government employees in the various administrative centres of the Cameroons. In most cases the accommodation consists of buildings erected during the former German regime with the necessary minimum of maintenance. In consequence design is often unsuitable and siting unsatisfactory. In Buea, the capital of the Cameroons Province, the police lines consist of long corrugated iron huts divided by

partitions, while the quarters for African clerical staff are old and unsatisfactory and in addition distributed haphazard about the township; the Government school is very poorly housed, and as a whole the majority of the buildings for the subordinate staff no longer justify expenditure on repairs. A plan for a better layout of the town and the erection of a number of new buildings is in existence but funds have never been available for putting it into effect. Buea is for the greater part of the year a healthy and attractive spot and the station might be made most satisfactory, but this would involve considerable expenditure. Even without attempting any general reconstruction, funds are urgently required for essential improvements in housing and sanitation. The Medical Officer of Health has prepared particulars of the most pressing needs and I recommend that these should receive careful consideration. The position in other towns of the Cameroons Province is very similar and the need for increased expenditure is everywhere conspicuous. The good native hospital at Kumba was the only considerable Government building of new construction which I saw.

137. In this connection, however, it should not be overlooked that the Cameroons under British Mandate has represented a considerable annual charge on the finances of Nigeria—herself requiring all available funds for the improvement of her social services, especially in recent years. Expenditure was thus limited to purposes of direct benefit to the native population rather than to more conspicuous objects such as buildings.

138. I visited most of the important plantations, examining methods of working and inspecting labour lines, sanitation, hospital accommodation, etc. While I cannot express an authoritative opinion on the whole of the plantations, since I did not see all of them, I found the standard as a whole decidedly high. New permanent labour lines have been built in most cases although the full programme will take some years to complete. Unfortunately the obsolete type of building adopted for Nigeria (see General Report, Housing section) also appears in the Cameroons and the expenditure of many thousands of pounds involved must postpone the adoption of a more modern type. The new accommodation is, however, at least sanitary and the plantations which I saw were almost all clean and well kept. In most cases some old labour lines still exist but were due for replacement in accordance with the building programme.

139. *Medical Attention.*—Hospital accommodation was mostly good and on several of the larger plantations could be described as excellent. Three Medical Officers are employed by the plantations, with a Chief Medical Officer to supervise, all the foregoing being paid by the Planters' Medical Union. In addition some attention is given to labour requirements by Government Medical Officers distributed as follows: one in the Victoria area,

with one Sanitary Superintendent, and one each at Kumba, Mamfe, Bamenda and Bansa. There is also a Medical Officer of Health in Victoria whose duties include the whole Province. The service available may therefore be regarded as good.

140. *Food.*—Food is plentiful in the fertile Cameroons and amongst the native population signs of malnutrition are rare. The labourer on arrival at work is therefore usually healthy and well fed and only slightly affected by the journey from home, since this is rarely of more than a few days' duration. The feeding system consists of the issue of a basic ration comprising 500 gms. of coarse cassava flour, locally known as "garri," and 70 gms. of stockfish daily, with a small quantity of salt. Alternatives to the "garri" are coco-yams, plantains and occasionally rice; the addition of a liberal ration of palm-oil is also made on some estates.

141. The commoner deficiency diseases figure but rarely in hospital returns, an impression borne out by information given by medical officers. At the same time there is obviously a shortage of animal protein; the basic ration is lacking in this element and the normal diet of the local population shows a similar shortage. Meat is scarcely procurable, while the supply of fish is limited. This presumably accounts for the very large consumption of "garri" and farinaceous foods said to be conspicuous among men who had finished a hard day's work.

142. While better transport facilities would effect some improvement, much might apparently be done by the exploitation of the ample fish supply available in the rivers; both fresh and salt fish are much appreciated and the creation of a useful local industry would thus appear feasible.

143. With the foregoing exception the dietary both on the plantations and among the local population may be regarded as adequate when supplemented by the wild or semi-wild products to be had in profusion. Various fruits and native spinach are readily procurable while additions such as snails, ants, etc., are both plentiful and popular.

144. *War Relief Fund.*—A notable feature of the Cameroons was the general readiness to contribute to the Nigerian War Relief Fund; in many instances the contributions, though small in themselves, represented a generous share of the giver's means; this held good equally of anonymous contributions to a collecting-box and of nominal lists of donors.

145. *Female and Child Labour.*—This is virtually non-existent for wage-earning in the Cameroons.

146. *Legislation.*—The law of the Mandated Territory is that of Nigeria. I have therefore no separate recommendations to make under this head.

147. *Staff.*—I recommend the appointment of a Labour Officer to be stationed at Victoria. This would be a central

point in the main employment area while periodical visits to Kumba would enable some attention to be given to the limited number of plantations in that district. In addition this officer might make occasional trips to Fernando Po to keep in touch with Nigerian labour employed there, failing any better method for carrying out this duty. This Labour Officer should be under the direction of the Resident and be regarded as a specialising member of the administrative staff; this should not interfere with the forwarding of the necessary reports, returns and information to Headquarters at Lagos, copies of these being sent to the Resident. The appointment of such an officer would do much to lighten the work and the responsibilities of the District Officers in the employment areas who are at present quite unable to devote the necessary time and attention to plantation conditions.

SUMMARY OF RECOMMENDATIONS.

NIGERIA.

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CAMEROONS UNDER BRITISH MANDATE.

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APPENDIX I.

Revenue and expenditure.

Year.	Total Revenue.		Total Expenditure.	
	£		£	
1935-6	...	7,929,712	...	7,690,971
1936-7	...	6,259,547	...	6,061,348
1937-8	...	7,342,450	...	7,375,570
1938-9	...	5,811,087	...	6,867,409
1939-40 (revised estimate)	...	5,903,780	...	6,476,961
1940-1 (estimated)	...	6,333,920	...	6,357,698

APPENDIX IA.

NIGERIAN RAILWAY.

Revenue and Expenditure.

Year.	Total Revenue.		Total Expenditure.	
	£		£	
1938-9	...	2,152,871	...	2,626,747
1939-40 (Revised estimate)	...	2,058,000	...	2,511,030
1940-1 (Estimated)	...	2,137,500	...	2,527,130

APPENDIX II.

Agricultural summary. (Compiled from the Annual Report on the Social and Economic Progress of the People of Nigeria for the year 1938.)

Product.	Quantity (1938)		Value (1938).
	exported.		
Palm oil	...	110,243 tons	981,330
Palm kernels	...	312,048 tons	2,168,366
Cotton lint	...	114,585 cwt.	246,856
Groundnuts	...	180,136 tons	1,305,828
Cocoa	...	97,100 tons	1,566,684
Cattle hides	...	7,087,473 lb.	153,548
Sheep skins	...	930,077 lb.	39,943
Goat skins	...	5,086,841 lb.	322,297

Benniseed, ginger and fruit are also exported in small quantities; kola is cultivated on a large scale for local consumption. Local foodstuffs include yams, cassava, maize and beans in southern Nigeria, and millet, guinea-corn, beans, cassava and sweet potatoes in the north.

APPENDIX III.

Distribution of Native Labour during 1938. (Compiled from the Government Blue Book for 1938.)

Form of employment.	Approximate	
	Numbers employed.	
Government Railway	...	21,600
Public Works Department	...	10,600
Other Government employment	...	33,500
Agriculture	...	8,200
Plantations (Camerouns)	...	25,100
Other Plantations	...	2,200
Timber and Logging	...	6,700
Government Colliery	...	2,600
Other Mines	...	46,000
Other Industrial and Commercial	...	15,600
Domestic	...	10,500
Total	...	182,600

APPENDIX IV.

Rates of Wages in Chief Occupations. (Compiled from the Nigerian Government Blue Book, 1938.)

<i>Occupation.</i>	<i>Average numbers employed.</i>	<i>Average rates of wages.</i>	<i>Remarks.</i>
GOVERNMENT EMPLOYMENT.			
<i>Railways.</i>			
<i>African Staff :</i>			
Clerical (permanent) ...	1,629	£2 10s.-£33 6s. 8d. p.m.	All employees receive full pay if incapacity due to accidents. Compensation for loss of eye and limbs in accidents not due to negligence may be granted. All monthly paid employees on the staff contribute to Railway Provident Fund.
Clerical (daily paid) ...	397	1s. 6d.-5s. p.d. and 4d. an hour.	
Skilled Artisans (perm).	426	£2 10s.-£33 6s. 8d. p.m.	
Skilled Artisans (daily paid)	4,127	9d.-6s. 6d. p.d. and 4d. an hour.	
Unskilled Labourers ...	14,848	6d.-4s. 2d. p.d. and 1½d. per hour.	
Messengers ...	174	£15-£36 p.a.	
<i>Public Works.</i>			
<i>African Staff :</i>			
Clerical ...	285	£7 3s. p.m.	In all cases the sick are attended free in Government Dispensaries. Cases of injury to workmen are subject to enquiry by special Board and equitable Compensation is assessed.
Artisans (skilled) ...	1,961	£3 2s. p.m.	
Unskilled Labourers ...	8,275	16s. 6d. p.m.	
<i>Other Departments.</i>			
<i>African Staff :</i>			
Clerical ...	4,433	£3-£33 6s. 8d. p.m.	ditto.
Teaching ...	437	£8 17s. p.m.	Free quarters provided for certain grades of staff.
Artisans (skilled) ...	6,440	£1 5s.-£25 p.m.	
Unskilled Labourers ...	22,164	8d.-2s. p.d.	
AGRICULTURAL.			
Unskilled ...	7,612	4d.-9d. p.d.	Practically all agricultural work is done by farm-owners with the assistance of their families.
Skilled ...	556	3os.-£10 p.m.	

APPENDIX IV—continued.

<i>Occupation.</i>	<i>Average numbers employed.</i>	<i>Average rates of wages.</i>	<i>Remarks.</i>
OTHER INDUSTRIAL.			
Cocoa, Palm oil and Rubber Plantations ...	28,533	Skilled 10s.—£10 p.m. Unskilled 4d.—2s. p.d.	
Timber ...	5,221	6d.—5s. p.d.	
Manufactures :			
(1) Soap ...	27 skilled 107 unskilled	{ £4 2s. 6d.—£5 18s. p.m., 1s. 2d.—2s. 5d. p.d.	
(2) Cigarettes ...	160	9d.—3s. 6d. p.d.	
Building ...	1,187	Skilled 1s.—4s. p.d. Unskilled 8d.—1s. 3d. p.d.	Labour employed by native contractors not included.
Canning and Distribution of Petroleum.	465	Skilled 1s. 5d. p.d.—£4 6s. 10d. p.m. Unskilled 1s. 1d. p.d.	
Logging ...	1,429	9d.—1s. 4½d. p.d.	
<i>Mines :</i>			
Coal ...	2,598	1s. 6d. p.d.	
Lead ...	} 45,962	5d.—4s. 3d. week	
Tin ...			
Gold ...			
Commercial ...	13,638	Unskilled 4d.—1s. 4d. p.d. to Clerks 15s.—£13 10s. p.m.	
DOMESTIC SERVICE ...	10,461 (approximate estimate arrived at by assuming 3 per European and American male).	10s.—£5 p.m. (European service)	Free quarters and occasional food. Government Medical Officer usually consulted when sick.

APPENDIX V.

PARTICULARS OF THE NIGERIA MINING INDUSTRY FOR THE YEAR 1938 AND SELECTED PREVIOUS YEARS. (Exclusive of the Government Colliery.)

(Figures extracted from the Nigerian Mines Department Report for 1938.)

	1913	1918	1923	1928	1933	1938
Number of Companies and Individuals operating ...	103	82	113	153	164	143
Number of Companies and Individuals winning tin	53	81	95	139	75	70
Gold won, in ozs. ...	—	1,415	946	86	17,718	24,815 (a)

APPENDIX V—*continued.*

	1913	1918	1923	1928	1933	1938
Zinc Ore won in tons	—	—	—	124	—	—
Silver Lead Ore in tons	—	—	—	31	979	—
Columbite won, in tons	—	—	—	—	3,223	533
Wolfram won in tons	—	—	—	—	—	44
Tin Ore won in tons	5,531	8,434	8,372	13,041	4,956	12,382
Tin Ore exported in tons	4,139	8,294	8,475	13,069	5,216	10,056
Average non-native Labour	231	201	163	363	131	267 (b)
Average Native Labour (including "tributers") ...	16,883	21,568	19,124	39,757	20,710	43,456 (b)
Number of deaths due to mining accidents ...	13	6	20	14	11	14 (c)
Mining accidents—death rate per 1,000	0·77	0·28	1·04	0·33	0·53	0·32

(a) Value of 1938 winnings: £176,832.

(b) The average labour employed during 1938 was distributed as follows:—

	Mining.	Tin.	Gold.	Colum- bite.	Wolf- ram.	Silver Lead.	Mica.	Total.
African ...	31,865	8,615	2,269	193	12	54	43,008	
Non-African	207	42	8	1	—	—	258	
<i>Prospecting.</i>								
African ...	364	68	16	—	—	—	448	
Non-African	8	1	—	—	—	—	9	

Of this number (31,865) 5,186 were employed operating, or in conjunction with, machinery for mining tin.

(c) The total number of accidents reported in connection with mining and prospecting operations during 1938 was 186 or 0·43 per cent. of the average African Labour employed. Of these accidents 18 were serious and death resulted in 14 cases.

(d) Approximate value

of Tin won £801,441 £1,032,033 £1,141,601 £2,143,637 £610,729 £1,357,917

APPENDIX VI.

GOVERNMENT COLLIERY.

Labour Statistics for the year 1937-38. (Compiled from the Annual Report of the Colliery Department for the Year 1938.)

		<i>Per cent.</i>
Days worked during year (coal getting) ...	267	
Total tonnage (sold)	391,159 tons	
Average number of Hewers at work per day ...	507	20·9
Average Day Wage Men Underground at work per day	1,204	49·8
Average Labour (Ripping and Repairs) Underground	183	7·5
Average Surface Labour	528	21·8
Total Boys on Coal	2,422	100·0
Total Boys on Special Works Underground and Surface	116	
	2,538	

Wages during the year.

<i>Employment.</i>	<i>Average No. on Pay Roll.</i>	<i>Total Labour Shifts possible.</i>	<i>Actual Labour Shifts worked.</i>	<i>Per cent. worked.</i>	<i>Total Pay Roll.</i>	<i>Average payment per Shift.</i>
					£	s. d.
Hewers ...	995	267,320	135,176	51	20,861	3 1
Daily Paid Underground	2,248	600,902	391,946	65	24,109	1 2·9
Daily Paid Surface ...	504	134,990	141,317	105	8,075	1 1·7
Totals ...	3,747	1,003,212	668,439	73·6	53,045	1 9·8

"It will be noted that hewers only work approximately 50 per cent. of their time. This is most wasteful but the boys appear to arrange it amongst themselves and will not work more. The same applies to the day wage boys, although they work approximately 65 per cent. of their time. The surface boys appear to work a very large percentage of overtime, but this is not quite true; repairs to machinery can only be done at the week ends. The possible number of days taken in these figures is the actual number the mine worked on coal getting which is usually about 20 days per month, and as the pumpmen and engine drivers always work 30 days, the 10 days appear as overtime although this is not true for these boys."—Extract from the Report referred to above.

APPENDIX VII.

GOVERNMENT CLERKS.

Salary scales :

Chief Clerks	£310 × 15—400
Assistant Chief Clerks	£240 × 12—300
First-Class Clerks	£140 × 10—220
Second and Third-Class Clerks	£36—42 × 6—72— 80 × 8—128
Subordinate Grade Clerks (Railway only) ...	£30—36 × 6—72
Total number of clerks in permanent Government service ...	3,228.
Approximate cost of salaries	£360,000 per annum.
Average salary per clerk (all grades)	£111 per annum.

APPENDIX VII—*continued.**Departmental distribution :*

<i>Department.</i>	<i>Chief Clerks.</i>	<i>Asst. Chief Clerks.</i>	<i>1st Class Clerks.</i>	<i>2nd and 3rd Class Clerks and Probtnrs.</i>	<i>Subordinate Grade Clerks.</i>	<i>Other Grades.</i>	<i>Total.</i>
Governor's Office	-	I	-	-	-	-	I
Accountant							
General ...	I	II	4I	II2	-	-	165
Administrator							
General ...	-	I	I	8	-	-	10
Agriculture ...	-	2	5	4I	-	-	48
Agriculture (Produce Inspection) ...	-	I	I	3	-	-	5
Audit ...	2	4	18	39	-	-	63
Chemistry ...	-	-	-	I	-	-	I
Colliery ...	-	-	I	6	-	-	7
Education ...	I	2	8	50	-	-	61
Education (Agricultural Education) ...	-	-	-	I	-	-	I
Forestry ...	-	2	5	42	-	-	49
Geological Survey ...	-	-	I	3	-	-	4
Inland Revenue ...	-	-	2	4	-	-	6
Judicial ...	-	-	II	73	-	-	84
Land and Survey							
Land and Survey (Nigeria)							
Metrological Service) ...	-	-	-	3	-	-	3
Legal ...	-	I	2	5	-	-	8
Marine ...	2	6	17	87	-	-	112
Medical Services	I	4	17	68	-	-	90
Medical—Sleeping Sickness Service ...	-	-	I	2	-	-	3
Meteorological Service ...	-	-	I	7	-	-	8
Military ...	-	I	7	45	-	-	53
Mines ...	I	-	3	6	-	-	10
Police ...	I	3	12	61	-	-	77
Port ...	-	I	2	14	-	-	17
Posts and Telegraphs ...	I	14	88	586	-	-	689
Printing ...	-	I	2	14	-	-	17
Prisons ...	-	I	5	27	-	-	33
Provincial Administration	5	15	83	309	-	-	412
Public Works ...	2	7	29	85	-	-	123
Public Works (Electricity Branch) ...	-	I	4	10	-	-	15
Secretariat ...	2	3	14	36	-	-	55
Veterinary ...	-	I	I	7	-	-	9
Railway ...	2	24	77	454	317	70	944
Totals ...	22	108	466	2,245	317	70	3,228

THE GOLD COAST.

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THE GOLD COAST.

Introductory.—The Gold Coast consists of the Colony, Ashanti, Northern Territories, and Togoland under British Mandate. The area of the whole is 91,843 square miles, and the population 3,163,568 (1931 Census). The estimated total in 1938 was 3,786,659 (Annual Report). Originally mainly agricultural, the mineral resources of the country have proved increasingly valuable during recent years. By far the most important crop is cocoa, which in 1926 was estimated to have produced over eleven million pounds for the agricultural community.* The value of the crop fluctuated violently, falling in 1933 to approximately two and three-quarter million pounds; the figure continues to be erratic. Such variations must of necessity be most disconcerting to a Government endeavouring to ascertain a stable figure for revenue, while the agricultural community affected must also find its position most unsatisfactory since such rapid alternations cannot but render its income largely speculative.

2. The opening up of the various mines has thus introduced a valuable alternative to agriculture; payments to Government by the mines for royalties and services amounted in the year 1938-39 to £779,309, salaries to Europeans £671,868, and wages to Africans £1,180,940;† the considerable contribution made by the mining industry to the wealth of the country is thus obvious. It should be remembered, however, that gold-mining on a small scale has been long established in the Gold Coast, being in fact considerably older than the South African industry; such employment is therefore no novelty to the inhabitants, who take to it readily, although scientific methods and mechanical appliances are naturally innovations.

3. There is accordingly a satisfactory balance between peasant-farming and wage-earning; the mine employees are almost all land-holders in their own homes and alternate between the two forms of occupation. There is also a small proportion of the labour working under the peculiar system known as "tributing" (see description in section on "Wages and Cost of Living" in the General Report).

4. *Food.*—The greater part of the Gold Coast affords a considerable variety of foodstuffs and actual hunger must be comparatively rare. The staple articles of diet in the Northern Territories include yams, millet, maize, guinea-corn, beans, groundnuts and rice, while butter from the wild shea-tree is used for cooking. The coastal zone relies upon cassava, maize, plantains, and rice, with palm-oil for cooking. A considerable amount of fish is eaten and, in a dried form, is sent up-country. Vegetables such as tomatoes, chillies, okros and egg-plants (locally known as "garden eggs") are generally grown, and

* Annual Report 1938-39.

† The Gold Coast Chamber of Mines Annual Report, year ended 31st May, 1939.

coconuts are widespread along the coast. A limited number of cattle are kept, although the presence of tsetse fly restricts their range; dairy products are thus almost entirely absent from the dietary. Sheep, goats, pigs and poultry are usually to be found in the villages. A limited amount of game is secured by hunters and there is an appreciable consumption of the local snail, which is regarded as a delicacy.

5. From the foregoing it will be obvious that the diet is varied but distinctly lacking in animal protein, the latter being supplied to some extent by fish and the occasional consumption of domestic animals. Generally therefore the Gold Coast native may be regarded as fairly well nourished for life in his own village, but insufficiently so for hard work such as mining. No rationing exists among the mines, the employees buying their own food, with the implication that the best use is not always made of the money expended. This system is well established and it would be difficult to change over to the ration system, desirable though this might be; food issued to a fixed scale would be unacceptable to men accustomed to consulting their own tastes. An advance should, however, be possible in the form of a partial issue as suggested in the General section of this Report.

6. As in other parts of West Africa, the situation might be materially improved by greater exploitation of the available fish supply. At present this trade is in the hands of fishermen and petty traders working on a very small scale. Organisation, possibly on co-operative lines, should do much to improve the product and increase the range of supply.

7. Palm-oil is much appreciated and widely sold at about 6d. for the pint bottle; in view of its high value as a constituent of the diet, this is most fortunate.

8. *Housing—Urban Conditions.*—Questions of housing may be divided into two classes: (a) that for labourers in the employment areas, and (b) accommodation available in the towns for the poorer classes of the population.

9. Dealing with the first of these groups, housing on the mines has been greatly improved during recent years, and the most recent accommodation may be considered quite satisfactory ("The new housing estates on the mining areas are admirable; and even in some of the old villages belonging to long-established mines satisfactory conditions prevail."—Labour Department Report, 1938-39, paragraph 144). There is, however, an evil legacy from the past in the shape of old villages which came into existence many years ago, often under the auspices of companies now defunct. Where these villages are on land under the control of the mine management, the problem is a comparatively simple one, although the just treatment of old-established rights may at times present a problem. Far greater difficulties exist in the case of the "mushroom village" which usually springs up in the neighbourhood of labour lines but outside the mining area. Such

villages frequently owe their origin to labourers formerly employed in the vicinity; these may have moved elsewhere, leaving their houses—such as they may be—to be taken over by any newcomer. A community soon springs up, the composition of which varies from comparatively respectable petty traders down to gamblers, prostitutes, drug-sellers and criminals. Houses are naturally badly built and maintained, no regular lay-out is followed and sanitary arrangements are non-existent. The whole community is a parasitic one of evil influence, while the material conditions constitute a sort of rural slum.

10. The jealous preservation of all their rights over land which characterises the various Native Authorities in the Gold Coast is in itself no doubt commendable; at the same time it occasionally forms a serious obstacle to the establishment of proper control over collections of alien natives, such as the settlers described in the previous paragraph. This problem is mainly an administrative one and I therefore express no opinion as to the best method of dealing with it. Suffice it to say that administrative officers are keenly aware of the urgency of the question which is accordingly receiving most careful consideration.

11. In many cases employees will be drawn from the surrounding villages; these will naturally prefer to live in their own houses, walking or bicycling to and from work each day. This arrangement is satisfactory provided that local resources are not overstrained by the influx of newcomers from a distance who have to rent local accommodation.

12. The conditions obtaining in labour lines on mining premises are controlled by the Mining Health Areas Regulations and under the authority of the Director of Medical Service. These give sufficient authority for the requirement of the standard desirable, although the method of application and administration of the Rules needs, in my opinion, some reconsideration (see remarks on Labour Advisory Boards in the General section).

13. The question of the proportion of housing to be provided by the employer and its ratio to the numbers living in their own homes, is a vexed one which has not yet been faced; the matter will be found treated at greater length in the section on housing in the General Report.

14. There now remains the question of urban housing conditions. In all the principal towns there is of course the inevitable legacy from a heedless past; in the older towns substantial buildings frequently present a serious obstacle to any clearance scheme. Overcrowding exists in varying degrees and proper supervision is difficult; rents are usually unduly high. In Kumasi considerable progress has been made with a rebuilding scheme and a large area is now covered with dwellings of modern construction, controlled by the Kumasi Public Health Board. Unfortunately the type of building selected is an old-fashioned

one, partaking largely of the "range" pattern with lines of small iron and concrete rooms built around a central courtyard. This obsolete type is, however, justified in a measure by the gregarious habits of the people in Kumasi who apparently enjoy a largely communal existence.

15. In Accra the progress of slum clearance and rebuilding was greatly accelerated by the earthquake in 1939, which destroyed or rendered unsafe a large part of the town, making numbers of people homeless. This problem was attacked with conspicuous energy and efficiency; three suitable areas were selected and a large number of small houses were rapidly erected to provide for the immediate needs of the homeless people. These buildings were plain little detached structures of concrete, with iron roofs, containing two rooms, each 12' x 12', at a cost of about £65 each. The houses in their first stage are not attractive although they have served their purpose for meeting the urgent need of the moment excellently. They have, however, the conspicuous advantage of admitting of easy extension and adaptation; a verandah in front, a small kitchen and washhouse behind and a lining to the roof improve the little house vastly; in other instances an additional room or rooms may be added. With these improvements the original unpleasing, bare structure becomes comfortable and homely; the mellowing effect of time with the growth of trees and gardens will make these new settlements quite attractive. They will in fact form real little homes, in welcome contrast to the range of cells so often considered adequate for the requirements of the labourer.

16. A limited number of houses of a superior type have been erected to meet the needs of the salaried classes; these are well-planned and comfortable and excellent value for the money they cost; a few are roofed with locally made tiles. The whole of this building has been carried out on contract; it reflects great credit on all concerned and represents a definite step towards the attainment of an agreeable and well laid-out African town. It merits inspection by all those interested in such questions, as a noteworthy example of modern ideas and up-to-date methods carried out with economy and efficiency.

17. The development described above has been based on a successful attempt to make it economically self-sufficient; a graduated scale provides for purchase over a number of years. This, however, entails a rent for the poorer classes which must be considered beyond their means. There appears to be justification for a sacrifice of part of the money expended in order to lower these rents to a figure within the means of the occupants. (For details of the existing scheme see Appendix X.)

18. Other towns are also in need of a building programme to eliminate existing overcrowding; for this, funds will be necessary beyond those available from the resources of the Gold Coast Government. Such expenditure would be very beneficial since

it would eliminate urban conditions which must be prejudicial to the health and happiness of the inhabitants, while the high rents which are generally in force represent a great burden upon the scanty resources of the poorer classes.

19. The question of the housing of Government employees is dealt with in the appropriate section of the General Report.

20. *Migrant Labour*.—Labour for the various employment centres is largely migrant, the bulk of it coming from the Northern Territories, Nigeria, or the French colonies. The reasons governing this movement are the general shortage of money and the seasonal scarcity of food in the north. Fairly definite labour routes seem to be followed, though the detailed information necessary to determine their exact course has yet to be collected. A feature of the system which is already clearly established is that Kumasi forms an important centre through which the principal routes run. Since there is no recruiting and no contract, the men have to make their own way and pay their own expenses on the journey; no medical inspection is carried out and no facilities for repatriation exist. The travellers support themselves on the journey by providing themselves with a little food with which to start out, and by carrying fowls and other local products to trade on the road; beyond this they have to depend upon casual employment and the conspicuous hospitality of the country-people. A journey of four or five hundred miles in such conditions is naturally a severe ordeal and a large proportion therefore arrive at their destination worn out and emaciated (Medical Department Report for 1938—"A section of this class is in too enfeebled a condition to work and constitutes a severe public health problem"). The Chief Inspector of Labour in his Report for 1938-39, paragraph 13, remarks that "it is to be feared that many of them have a very hard time on the road if they do not get sufficient food". This is amply borne out by the fact that the annual medical report of the Dependency attributes to "starvation" 50 deaths in 1937 and 28 in 1938. The various other evils due to lack of organisation and supervision are also present, as detailed in the section "migrant labour" in the preceding General Report.

21. The hardships entailed present a difficult problem: some appreciable help can be given, however, by the establishment of rest-camps, though a satisfactory system will depend upon the accumulation of additional information about the labour routes. The Gold Coast Government has already taken steps to provide for this need; in the Northern Territories Government camps exist at certain points, where a charge of $\frac{1}{2}$ d. or 1d. per night is made. These are said to render very good service. Nine camps of varying types are already in existence, and nine more, to be constructed by Government, are approved for the year 1940-41. There is in addition an examination post on the northern side of

Kumaši where travellers can be vaccinated and deloused when necessary.

22. The development of this system of camps is still in its infancy and will inevitably require time and investigation before it can be properly organised. In this connection the possibility of the development of mechanical transport should be borne in mind; at present the system of rest-camps has to cater for the needs of the traveller on foot. The accommodation should be provided free, first-aid remedies should be available, and dressers should be maintained at the more important camps. Consideration should also be given to the supply of the ordinary native food at cheap rates, with arrangements for a free issue in the case of destitutes. All such arrangements will require both money and organisation. The revenue drawn from the mines by Government should admit of the former, and the recently created Labour Department should provide for the latter. Generally, the picture now presented is that of a labour force amounting to many thousands moving without supervision or help pathetically lacking in the essentials for their long and exacting journey.

23. A feature of the Labour Department has been the establishment of an exchange where those seeking work can be informed of the vacancies available. This should go far to facilitate the flow of labour in the right direction and to disseminate a knowledge of the conditions of employment in the mining centres. The organisation is of too recent establishment for an opinion upon its working to be expressed, but there is every prospect of its proving very valuable.

24. The recruitment of labour is at present carried out in a haphazard manner by messengers working without official authorisation. This naturally leads to many irregularities, both labourers and employers being unscrupulously deceived and cheated; there have also been instances of exploitation of the capitation fee by a recruiter who has arranged for the labourers to leave work as soon as he has received payment. If organised recruiting proves to be really required, it certainly needs regulation. I therefore recommend the introduction of rules strictly controlling the recruitment of labour; the business should be confined to properly authorised and reputable agents who have deposited an appreciable sum as a guarantee of their compliance with regulations. Such men should be required to furnish evidence of adequate arrangements for the care and supervision of their recruits when travelling. Generally the rules might be modelled on those in force in Tanganyika Territory. The introduction of such a system would go far to facilitate medical inspection and if associated with the contract, should eliminate the existing danger of misrepresentation of conditions; furthermore, the right to repatriation with provision for the journey could be secured. The introduction of such methods would be a novelty in West Africa but it would constitute a great advance

upon the existing situation where the travelling labourer suffers great hardships, possibly even dying of starvation by the roadside, while constantly running risk of being deceived and exploited by unscrupulous touts. Some such improvement is in fact essential for the benefit of all concerned.

25. *The Railway*.—The Gold Coast Railway is a Government undertaking of considerable importance to the Dependency. The balance sheet shows an annual profit, but the position of the railway must be considered more from the point of view of the great service which it renders to the country, rather than as a paying proposition. Although the system is not a large one (the total length open for traffic is 500 miles) and lacks connection with any other West African railway, the level of efficiency reached is from the point of view of the travelling public good, and the comparatively limited services maintained may be said to be quite equal to those of other tropical African railways.

26. The numbers of men employed on the railway are given in the Blue Book for 1938 as 4,078, but these are liable to be augmented by casual labour for special purposes. The headquarters are at Takoradi, while the main line extends from Takoradi to Accra via Kumasi, which forms an important up-country centre. A summary of the rates of wages paid will be found in Appendix III.

27. Relations between the management and the staff have as a whole been good and in the beginning of 1940 appeared to be quite satisfactory. There was, however, a strike in the middle of 1939; this was preceded by a petition from the employees relating to rates of wages; there was in addition considerable uneasiness about the introduction of a newly proposed provident fund, the conditions of which were not properly understood. Since an alteration in the rates of wages entailed budget provision, the matter had necessarily to be referred for consideration by Government while the effect on other Departments had also to be investigated. This entailed a delay of some months and the men consequently became impatient; they took action and proclaimed a strike. Meanwhile the position had been considered with the result that several of the points in the petition were found to be well founded; concessions had therefore already been decided upon before the strike actually broke out. Unfortunately the increases had the appearance of having been hurriedly granted as a result of the strike although in reality they had already been arranged. The employees behaved in an orderly manner throughout and there was at no time any necessity to take special measures for the preservation of order. The trouble was eventually settled by negotiation and the men appeared satisfied.

28. The existing arrangements for ensuring contact between the management and the employees is through the heads of the various branches of the railway. This system was obviously being administered in a painstaking manner, and points which

the men desired to bring forward were carefully considered. At the same time a busy technical officer can scarcely be expected to devote much time to such matters, while there is the additional consideration that he may have little experience of African labour. There would thus seem to be an obvious opening for a welfare officer who could give his attention to all matters relating to labour, and who could make representations to the General Manager on any points which appeared to require attention. This would relieve technical officers of their present duties in such matters and would secure uniformity of treatment for all. The employees themselves would certainly much appreciate such an appointment. The officer would perhaps best be selected from the existing railway staff; a knowledge of the people and the local conditions is essential, while at the same time it would be important for the welfare officer to be familiar with the organisation of the railway and the functions of the various departments in it. He should also naturally work in close touch with the Labour Commissioner, forwarding to him reports on any matters of interest from a labour point of view, but always with the knowledge of the General Manager.

29. Trade unionism on the railway is still at an elementary stage and existing organisations can scarcely be regarded as being really representative; with help and advice from the Labour Commissioner and the welfare officer, should one be appointed, steady progress should be made.

30. A matter which appears to be the source of some considerable dissatisfaction is the question of housing. Conditions seemed to vary greatly with the locality. The staff at each station is normally provided with quarters; for other employees free quarters may be provided for a proportion only; at Takoradi quarters are provided for some employees, a rent being charged amounting to 6 per cent. of the inmate's salary. These discrepancies are a source of serious inconvenience and, in the case of transfer, possible loss, while they have a marked effect on the cost of living according to local conditions. A certain invidious element must also be introduced by the fact that the benefit of quarters is available only for a limited number, without any definite rule to establish a claim. I recommend an examination of the situation with a view to arriving at some kind of classification which will establish a definite arrangement as to those who are or are not entitled to houses, and also with the object of introducing a nearer approach to uniformity in conditions in different localities. Consideration might also be given to the needs of the travelling staff who apparently frequently find difficulty in securing lodgings reasonably near to their work; some suitable accommodation for the night's requirements of such men, near the station, would be a genuine boon.

31. The proposed introduction of a provident fund last year led to a great degree of opposition; in view of the general popularity of such arrangements in Nigeria, it seems probable that

the working of the system was not properly understood. The introduction of some such arrangement would be a genuine benefit to a considerable number of permanent employees who are not entitled to pensions; the subject might in fact be revived when the former opposition has abated, when a clear explanation of the purpose and working of such a fund might render the proposition acceptable.

32. *Conditions on the Mines.*—The mineral resources of the Gold Coast, as ascertained so far, consist of gold, diamonds, and manganese; figures indicating the importance of the mining industry are to be found in the appendices of this Report.

33. The industry as a whole is organised in a Chamber of Mines which is active and well-informed; up-to-date methods are employed and the mines generally provide a good example of employment under modern conditions. Hospitals exist on all the more important undertakings and are as a rule well designed and equipped. The Mines Department supervises safety appliances and precautions underground. A noteworthy feature is the workmen's compensation introduced by the mines themselves before the existence of any such legal requirement; this will be replaced by the draft Bill now before Council, which will provide rather more generous terms.

34. For underground work the companies provide boots, although these are still unpopular with men accustomed to the freedom of bare feet; crash-helmets are also supplied and are quite appreciated. These goods are sold to the employees at cost price, since a free issue would obviously lead to the wholesale disappearance of the articles. (This is in accordance with the practice of most other African mines.) The companies consider that these supplies should be permitted to enter the country duty free, as is done in the case of the stretchers for use in the mines; they contend that the supply is entirely in the interests of the employees and that the existing Customs charges are therefore unfair. This view appears to me justifiable and I recommend reconsideration of the ruling that such articles should pay duty: the amount collected is inconsiderable.

35. Generally conditions on the mines may be described as good. Considerable attention has been directed to them by the Government Departments concerned, and the position now appears to be that improvements are more needed in other directions than on the mines. The Chief Inspector of Labour remarks in paragraph 12 of Section C of his report for 1938-39: "I have been impressed by the high standard maintained by mining companies and I came to the conclusion that my most urgent work was elsewhere and that I should first be concerned with the welfare of labourers in transit and in the care of derelicts." The contribution made to public welfare by the mines in the shape of the hospitals maintained by the companies should not be overlooked; in addition to actual employees a

considerable amount of work is done for the local inhabitants. Furthermore, these establishments serve a valuable purpose in ensuring the detection and early report of any outbreak of epidemic disease.

36. *Gold*.—Dealing first with gold, this industry may be divided into (a) producing companies, numbering some 15, thirteen of which are producing from lode mines and two from alluvial operations; (b) properties in course of development, at present seven in all; (c) alluvial mines, of which there are four, two of these being engaged in dredging operations; and (d) prospecting companies, of which there are eighteen for lodes and three for alluvial.* Of the foregoing enterprises several are different forms of activity on the part of the same company. The circumstances of these properties vary considerably; some of the earlier ones have passed through various vicissitudes, including bankrupt and derelict periods. Others have only recently been developed and have therefore no inheritance of old-established villages, etc., to embarrass the lay-out of their property. Their financial situation, again, differs widely; certain mines are of proved value with a considerable life before them; others have a more precarious existence, depending largely upon the maintenance of the present high price of gold and the satisfactory demonstration of a considerable body of paying ground. While therefore certain companies are quite in a position to provide ample accommodation and amenities for their work-people, others can hardly be expected to attain the same standard on account of their limited resources and the unknown life expectancy of the mine.

37. The producing mines have as a whole made considerable strides during the last few years; new construction for the accommodation of the labour forces is of satisfactory type and sound materials. In the case of some of the newer properties certain difficulties arise owing to the fact that the exact distribution of the metal is not yet sufficiently established to admit of decision as to the sites for labour lines; since concessions in some cases extend over many miles, the necessity for assurance on this point is obvious. The elimination of old-established villages of an objectionable type is proceeding although handicapped by the need for the prior consent and compensation of the occupants. Enquiries indicated that these were receiving due consideration, and it is satisfactory to add that, in spite of the large area covered by some of the concessions, I found no instance of any important disturbances of the native population.

38. Working conditions on the mines are as a whole satisfactory; numerous shafts of several hundreds of feet exist and the underground workings are extensive. I was naturally unable to form more than a cursory impression of conditions underground, but the Mining Inspectorate is apparently satisfied. Lighting and ventilation are carefully considered, sanitation

*Report of the Gold Coast Mines Department, 1938-39.

receives proper attention, and first-aid stations are maintained at the principal points. Wages were as a whole adequate although they varied considerably. In the majority of cases they were from 50 to 100 per cent. above the total cost of living for the locality. Skilled labourers are able to earn good wages and in many instances prove to have been in the same employment for a considerable number of years. Various systems of overtime payment, bonuses for extra work, and gratuities for regular attendances serve to enhance the wage.

39. Developing mines are in a somewhat different position from those which have reached the producing stage, since they are mostly still experimental in their arrangements. Due consideration must obviously be given to these factors and such properties should be permitted to erect temporary accommodation of a satisfactory nature in accordance with the regulations applicable to this type. A further factor is introduced by mines at this stage of development in the shape of fluctuations in the amount of labour required. Promising investigations will entail an increase, while disappointments may result in severe reduction or closing-down. Those responsible for the supervision of the labour market should therefore keep in close touch with such properties so as to be forewarned of possible unemployment or a scarcity of labour.

40. The alluvial type of mining is apt to be unsatisfactory, regarded from the point of view of labour conditions. Considerable doubt usually exists as to the whereabouts and value of the deposits, and work in any particular spot may continue for a few weeks or many months. Expenditure on accommodation, sanitation, etc., is therefore usually grudged and the labour is to be found housed in makeshift huts; these may be admissible when new, but with continued occupation they rapidly become most objectionable. In such cases temporary quarters must obviously serve but should be maintained strictly in accordance with the rules applying to them.

41. The system known as "tributing", with the complications it entails, is to be found to some small extent in the Gold Coast. This is discussed at length in the General Report.

42. At the end of the year 1938-39, 18 companies were mentioned in the report of the Mines Department as being engaged on prospecting for lodes. Of these the Gold Coast Selection Trust was employing a daily average of 5 Europeans and 180 Africans.* The scene of such operations is naturally constantly shifting and accommodation is therefore of a purely temporary nature; the limited number of men employed in the work simplifies the problems connected with labour.

43. *Diamonds.*—The Gold Coast ranks as one of the largest producers of diamonds in the world, the value being nearly

* Report of the Gold Coast Mines Department, 1938-39.

£600,000 annually.* The nature of the work is agreeable, operations all being conducted within a few feet of the surface without the use of shafts; at the same time it is somewhat arduous, consisting of the continuous digging out of the diamondiferous earth. I visited the principal mine and found conditions there distinctly good. The great bulk of the labour comes from a distance, and the companies therefore provide accommodation for all their workpeople. On the property of the Consolidated African Selection Trust, at Akwatea, the majority of the houses were of concrete with iron roofs; one block was built of sun-dried brick faced with a tar preparation. All were in a good state of repair and provided adequate accommodation for the numbers employed; they are, however, of the old-fashioned "range" type, though this does not appear to be objectionable to the occupants. Communal kitchens, wash-houses and latrines are provided, all of good construction. A visiting medical officer is responsible for the well-equipped little hospital; it is noteworthy that the percentage of sickness is extremely small. Accommodation for clerks and artisans is decidedly good, consisting of small detached cottages, providing ample room and of agreeable appearance; on the verandah of one I was interested to observe a family gathering listening to a wireless reproduction of a Beethoven concerto. Wireless installation is also to be found in the main blocks of the camps. Another interesting feature was a club available to the employees on payment of a nominal monthly subscription, and providing periodicals, news bulletins, games, etc., while a small stage admitted of amateur entertainments. The community as a whole gave the impression of being well cared for and contented, the women and children looking healthy and happy. The sole point on which improvement seemed desirable was the food supply. This depends on local marketing and consists chiefly of yams, cassava, plantains, rice, and palm-oil. Fish and meat are both scarce and the normal diet cannot be considered adequate for a man employed in hard work. Rations are not supplied and would almost certainly prove unpopular; something of the nature of a canteen for the sale of essential foodstuffs at cost price would be a great boon. The difficulty is appreciated by the management, and possibilities of improvement are being explored.

44. *Manganese*.—The Gold Coast produces large quantities of manganese ore, the value being £681,188 for 1938-39 as compared with £1,166,175 for the previous year.† Only one company is operating. The work is entirely in the open air and consists of the removal of overburden and the digging out of the ore. A feature of the mine is the division of the labour into Company's employees, working chiefly in connection with the machinery, and the contractors' employees, engaged for the simpler manual work of shifting the overburden; of these the

* Report of the Gold Coast Mines Department, 1938-39.

† Annual Report of the Gold Coast Chamber of Mines, 1938-39.

latter form about one-third of the total number employed. Their position has in the past been unsatisfactory since the Company did not recognise their claims under the voluntary workmen's compensation scheme, although they were paid wages in the event of a contractor's defalcation. Under the terms of the Workmen's Compensation Bill now before Council the ultimate responsibility will be placed upon the Company.

45. The Company provides housing for the great bulk of its own employees, contracted labourers coming mostly from the surrounding villages. The type of building was good, as the blocks in no case contained more than four rooms. The iron roofs were lined, and with a little improvement in the form of better verandahs, the type would be quite satisfactory.

46. Food is purchased from the local markets and the supply seems fairly generous although there is the usual protein shortage. The Company pay some 75 women and girls to cook and prepare the men's food; a morning meal is therefore available for the day's work while another can be taken during the midday halt, the principal meal being consumed in the evening. If the supply of meat and fish could be increased, the dietary would be very satisfactory.

47. A small school is maintained on the mine, teachers being provided by the local mission. A resident doctor is responsible for the Company's hospital and the sick are well looked after. This Company has introduced a limited scheme for holidays with pay and travelling expenses for its older employees; this is a very popular feature. A considerable proportion of the employees have had long service in the mines and the daily turn-out shows a remarkably high percentage.

48. *Domestic Servants.*—The position of domestic servants in the Gold Coast is of interest, as regulations providing for their registration have been in force for some 14 years (Rule No. 25 of 1926 made under the Master and Servant Ordinance, Cap. 70.). The system provides for the issue of a book to each servant on the front of which his photograph is pasted; inside are recorded his various engagements, the nature of his work and the comments of his employers. This system works most satisfactorily; it provides a summary of the servant's record and abilities and puts an end to the old system of testimonial which may be purchased or forged. The servants themselves appreciate the arrangement which undoubtedly works for the benefit of the capable and respectable. Registration is undertaken by the Police and in December, 1939, 5,955* domestic servants held valid licences. The question of the training of such people is considered in the General Report, under the heading "Education."

49. *Employment of Women and Children.*—The employment of women and juveniles is on a very small scale in the Gold

* Figure supplied by the Labour Department.

Coast; it is in almost all cases restricted to work of a suitable nature, such as teaching, nursing and telephone operating in Government employment. The diamond industry normally employs about 100 women at the sorters' benches; they are in charge of a female supervisor and special uniforms and a changing room are provided; wages vary from 9d. to 1s. 6d. and are appreciated, since as a rule these girls are living with their families and would otherwise be earning nothing. Occasional instances are to be found of contractors employing women to carry stones, sand, etc.; this can only be done with the permission of the Chief Inspector of Mines. The desirability of this arrangement appears doubtful since ample male labour is available and is far better suited to such work. I accordingly recommend consideration of the withdrawal of any sanction for the employment of women on such tasks.

50. The employment of children below the age of 14 in industrial undertakings is prohibited under section 58 of the Master and Servant Ordinance. Juveniles between the ages of 14 and 18 are, however, engaged for lighter tasks such as grass-cutting, sweeping, etc.; there appears to be little cause for criticism.

51. The question of the technical training of the adolescent has certain peculiar and somewhat puzzling features. There is an excellent technical school at Takoradi: there are also three boarding schools which provide elementary education with a pre-vocational bias (Achimota College provides for students who aim at a high level of qualification). The scholars from such schools might naturally be expected to find employment regularly. This, however, is unfortunately not the case; the well-established system of the Gold Coast appears to make apprenticeship almost entirely a family matter, so that a boy has little chance of employment unless under the patronage of an elder relative. There is thus the anomalous position of the educational authorities giving technical training to boys who have little prospect of finding work, since the Departments of Government concerned utilise apprentices trained under the old family system. Some arrangement would seem to be needed to reduce this antagonism; possibly a proportion of openings might be reserved for pupils from the technical schools.

52. *Juvenile Delinquency.*—An industrial home for male juvenile offenders is maintained at Kintampo in Ashanti under the management of the Salvation Army and the supervision of the Education Department. Boys up to the age of 15 are admitted and may be retained up to the age of 18 years. The Chief Inspector of Labour is interesting himself in finding employment for these boys on discharge as well as for ex-convicts as a whole. The position is simplified owing to the fact that there is little prejudice against a man on account of a conviction; indeed with some employers such men are actually preferred on account of the training which they have had in prison.

53. *Trade Unionism.*—Trade unionism is still in its infancy in the Gold Coast. An Ordinance to regularise its position is now before Council and has every prospect of becoming law at an early date; this provides protection against torts and legalises peaceful picketing.

54. Certain embryo trade unions already exist in the shape of the Ashanti Motor Transport Union, the Gold Coast Railway African Workers' Union, and the African Civil Servants' Association; other small groups are still in process of formation. The Chief Inspector of Labour is taking an interest in these developments and will give them such assistance and advice as may be possible. Experience and a knowledge of the complexities of the subject are at present much needed by the leaders, and some little time must elapse before such bodies can carry out their duties efficiently.

55. An interesting alternative to these modern methods of organisation exists in the shape of informal groups of workers under tribal leaders; the unsophisticated tribesman finds great difficulty in expressing himself through an alien leader, so a headman from his own people makes an acceptable mouthpiece. In employment centres where this system is suitable it has been used with very satisfactory results, since it makes a ready means of communication between manager and employee. It is of course inapplicable to the detribalised worker from the south of the country; presumably it will gradually be replaced by more up-to-date organisation, but in the meantime it serves a very useful purpose.

56. *Staff.*—The existing staff of the Labour Department in the Gold Coast consists of a Chief Inspector of Labour, a Deputy Chief Inspector of Labour, and an Inspector of Labour, mainly engaged in travelling. The Chief Inspector of Labour at present receives a salary of £1,400 per annum which appears a very suitable figure; his deputy draws his administrative salary of £960 per annum, so that the salary of this post may be considered as about £900 per annum. Other officers might draw the salary of their administrative posts.

57. The central Labour Office is at Kumasi, the junction of convergent labour routes. This seems to be a suitable arrangement except for the disadvantage of its distance from the capital; communication, however, only entails a periodical journey by train.

58. Conditions in the Gold Coast are such that there is no specially important employment centre to which a Labour Officer should be specifically appointed; an economy of time and energy will be effected by maintaining the present arrangement whereby all three officers are based on Kumasi. A large amount of travelling will in any case be essential, and there is also the question of leave to be taken into account; with a staff of three, there will as a rule be only two officers actually at work. This

staff should be supplemented by the appointment of one, or if possible two, junior administrative officers for the purpose of investigating and reporting upon the migrations and routes of labour in the north of the Protectorate, an important matter about which little is at present known; they should also be given some knowledge of general labour duties. If seconded for one or two tours they would acquire useful experience and, if conspicuously suited to such work, might be further employed in it at a subsequent date. Such an arrangement will gradually produce a number of administrative officers with some special knowledge of labour problems and therefore well qualified to hold administrative posts in areas where such matters are of importance.

59. The foregoing distribution takes account only of the existing position in the Gold Coast; should any further mining developments take place, as appears quite possible, it will be necessary to reconsider the position, possibly with a view to posting Labour Officers to certain districts. It may also prove desirable to station a Labour Officer at Sekondi or Tarkwa.

60. With reference to clerical staff, I found that a senior clerk was carrying out responsible duties in connection with the compilation of statistics and records, and also with the initiation of the Labour Exchange. To this extent therefore he was performing duties which would otherwise have occupied an officer's time. I therefore think it best to leave the question of the clerical staff required for decision locally.

61. *Legislation.*—Labour legislation in the Gold Coast may be regarded as satisfactory and up to date when certain measures now under consideration have become law.

62. With regard to International Labour Conventions, those dealing with the Minimum Wage-Fixing Machinery, is given by Night, the Minimum Age for Employment in Industry, and the Minimum Age for Employment at Sea (Conventions 4, 5, 6 and 7) are covered by Parts 7-9 of the Master and Servant Ordinance (Cap. 70 of the Laws). Legislation has also been enacted prohibiting the employment of children under 12 years of age in any occupation except where the employment is with the child's own family and involves light work of an agricultural or domestic character (Ordinance 19 of 1940). Effect to Convention No. 26 dealing with the Minimum Wage-Fixing Machinery, is given by Ordinance No. 23 of 1932. Ordinances relating to the regulation of the position of Trade Unions and to Conspiracy and the Protection of Property are being prepared for submission to Council with apparently good prospects of becoming law. It is understood that these measures will include provision for the protection of trade unions against actions of tort and for the legalising of peaceful picketing.

63. The main body of legislation dealing with labour consists of the Master and Servant Ordinance (Cap. 70 of the Laws), as

amended by Ordinance No. 19 of 1940. This law may be considered in effect satisfactory, with certain exceptions. Section 59 (1) requires every employer in an industrial undertaking to keep a register of all employees under the age of 16 and (2) of this Section provides for imprisonment with or without hard labour in addition to a fine of £50 for failure to do so. I recommend that imprisonment should only be inflicted in default of payment of the fine if it be considered necessary to retain the penalty of imprisonment for this offence. Similarly, Section 68 covers the provisions of the Ordinance and also any Regulations or Orders made under it, and, where no specific penalty is mentioned, an offence is made punishable by imprisonment with or without hard labour up to three months or to a fine not exceeding £25, or both. I recommend that imprisonment should only be inflicted with the option of a fine.

64. The new section 64 (b) introduced by Ordinance No. 19 of 1940 confers wide powers upon a medical officer in connection with the inspection of labour accommodation. This sub-section enables him to "condemn any labour encampment, building or any other structure whatsoever in which any servant is living or employed if in his opinion such encampment, building or structure is unfitted by its construction, situation or condition for the purpose to which it is put." The sub-section goes on to forbid the further use of the building without the permission of the medical officer. This section therefore empowers a medical officer to condemn the whole of the labour accommodation on a property forthwith and thereby to render the labour force shelterless; he is also apparently entitled to require the alteration or demolition of any building to which he takes exception. These drastic powers would no doubt in practice be exercised with due discretion; nevertheless they do authorise steps which might entail great expense and furthermore cause a most serious disturbance of an entire labour force. No appeal from the decision of the medical officer is provided. I recommend that this sub-section should be withdrawn and that there should be substituted for it one empowering the medical officer to notify the employer that for some specified reasons he has condemned a building and to call upon the employer to demolish or repair the building to the medical officer's satisfaction within a reasonable specified period, the employer being given the right of appeal to the Governor.

65. The existing law contains no penal sanction against employees, with the possible exception of section 11A of Ordinance 19 of 1940, which penalises the demand of any valuable consideration from a fellow employee.

66. An ordinance to deal with workmen's compensation is in preparation; it should be noted that the provisions of this legislation were largely forestalled by the voluntary adoption of rules to this effect by all members of the Chamber of Mines.

SUMMARY OF RECOMMENDATIONS.

	<i>Paragraphs.</i>
Introduction of legislation to control recruitment	24
Welfare officer for the Railway	28
Uniformity in the provision of housing for Railway employees	30
Customs charges on imports of miners' boots and helmets	34
Employment of women	49
Minimum age of mine workers	50
Labour Department staff	58-60
Amendments to the Master and Servant legislation	63-64

APPENDIX I.

Revenue and Expenditure.

<i>Year.</i>	<i>Total Revenue.</i>	<i>Total Expenditure.</i>
	£	£
1935-6	3,268,378	3,128,606
1936-7	3,774,746	3,916,992
1937-8	3,791,673	3,636,569
1938-9	3,780,288	3,489,346
1939-40 (Revised Estimate)	3,602,500	3,828,465
1940-1 (Estimate)	4,018,882	3,675,661

APPENDIX II.

Approximate Distribution of Labour during 1938. (Government Blue Book.)

<i>(a) Government employment :</i>	
(1) Railway and Takoradi Harbour... ..	4,106
(2) Public Works Department... ..	7,600
(3) Other Departments	5,666
<i>(b) Mines</i>	<i>40,452</i>
<i>(c) Domestic service</i>	<i>5,955</i>

APPENDIX III.

AVERAGE RATES OF PAY AND HOURS OF WORK IN CHIEF OCCUPATIONS.
(From information supplied by the Labour Department in the Gold Coast.)

<i>Employment.</i>	<i>Rate per day (unless other- wise stated).</i>	<i>Hours per week worked without overtime.</i>
GOVERNMENT EMPLOYMENT.		
<i>Railway and Takoradi Harbour.</i>		
Apprentices	1s. 6d. to 3s.	40-48
Blacksmiths	2s. 6d. to 6s.	"
Boat Boys	1s. 6d. to 2s.	"
Carpenters	3s. 6d. to 6s.	"
Cleaners	1s. 9d.	"
Clerks	1s. 9d. to 4s. 6d.	"
Crane Drivers	2s. 6d. to 4s.	"
Deckhands	1s. 6d. to 2s.	"
Divers... ..	3s. 6d. to 5s. 6d.	"
Draughtsmen... ..	3s. to 5s.	"
Foremen Platelayers	3s. 9d. to 6s.	"
Guards	2s. to 4s. 6d.	"
Labourers	1s. 6d.	"
Locomotive Firemen	2s. 3d. to 3s. 9d.	"
Lorry Drivers	3s. to 5s.	"
Machinists	3s. 6d. to 6s.	"
Main-Line Drivers	5s. 6d. to 7s.	"
Masons	2s. 6d. to 4s. 6d.	"
Messenger	£1 10s. to £2 5s. per mensem.	"
Painters	2s. 6d. to 3s. 6d.	"
Pointsmen and Porters	1s. 6d. to 3s. 6d.	"
Signalmen	1s. 9d. to 2s. 6d.	"
Storekeepers	1s. 9d. to 4s. 6d.	"
Timekeepers	1s. 9d. to 4s. 6d.	"
Trolley Boys	1s. 6d.	"
Turners	3s. 6d. to 6s.	"
Watchmen	1s. 6d.	"
<i>Public Works Department.</i>		
Blacksmiths, Carpenters and Masons	3s. 6d. to 5s.	48
Drivers	2s. 3d. to 5s.	"
Engine and Pump Attendants	2s. 8d.	"
Fitters	3s. 6d.	"
Labourers	6d. to 1s. 6d. (according to locality).	"
Painters	1s. 9d. to 3s. 6d.	"
Timekeepers	2s. 6d. to 4s. 6d.	"
<i>Other Departments.</i>		
Agricultural Labourers	7d. to 1s. 4d. (according to locality).	47-48
<i>Medical (General and Health Branches).</i>		
Cooks	£2 to £6 per mensem.	56
Theatre Boys... ..	1s. 6d. to 2s.	"
Ward Boys	1s. 3d. to 1s. 6d.	"
Sewing Maids	£3 to £4 10s. per mensem,	"

APPENDIX III—continued.

<i>Employment.</i>	<i>Rate per day (unless other- wise stated).</i>	<i>Hours per week worked without overtime.</i>
<i>Medical (General and Health Branches)— continued.</i>		
Ambulance Drivers	£4 to £5 per mensem.	56
Headmen	1s. 3d. to 2s. 6d.	48
Labourers	1s. to 2s.	"
<i>Post Office.</i>		
Mechanics	2s. to 6s.	40
Headmen	up to 6s.	"
Labourers	1s. to 2s. (according to locality).	"
Prison Warders	1s. 11d. upwards.	54
Survey Chainmen	1s. 9d. to 5s.	40-50
Survey Labourers	1s. 9d. to 5s.	"
Fitter Drivers	£48 to £84 per annum.	"
Fitters	3s. to 4s. 6d.	48-56
Drivers	2s. 6d. to 5s.	"
Labourers and Watchmen ...	1s. 3d. to 1s. 7d.	"
<i>Mines.</i>		
Labourers	1s. to 1s. 9d.	44-48
Machine Boys	1s. 9d. to 3s. 6d.	"
Tradesmen	1s. 9d. to 10s.	50-56
<i>Domestic Service.</i>		
Cooks	£3 to £4 10s. per mensem.	Usual domestic hours.
Stewards	15s. to £3 10s. per mensem.	"
Washermen	15s. to 25s. per mensem.	"

APPENDIX IV.

GOVERNMENT CLERICAL STAFF, 1939-40.

Salary Scales.

Chief Clerks	£300 × 12 — 396.
1st Division Clerks	£222 × 12 — 282.
2nd Division Clerks	£48 ; 54 × 6 — 84 ; 98 × 8 — 138 ; 154 × 10 — 208.
Total number of Clerks in Government Service	1,576
Total of salaries (all grades)	£251,599
Average salary per clerk	£160

APPENDIX IV—*continued.**Departmental Distribution.*

<i>Head of Estimates.</i>	<i>Chief Clerks.</i>	<i>1st. Div. Clerks.</i>	<i>2nd Div. Clerks.</i>	<i>Total.</i>
The Governor	1	—	2	3
Accountant General's Department ...	—	10	70	80
Agriculture	1	2	32	35
Air Services	—	—	2	2
Animal Health	—	—	3	3
Audit Department	—	3	25	28
Broadcasting Department	—	—	16	16
Customs	5	23	190	218
Education	1	2	24	27
Forestry	—	1	12	13
Geological Survey	—	—	3	3
Gold Coast Regiment, R.W.A.F.F. ...	—	2	23	25
Gold Coast Regiment, Local Forces ...	—	—	3	3
Labour Department	—	—	6	6
Lands Department	1	5	14	20
Law Officers	1	1	5	7
Medical Department	2	3	49	54
Mines	—	—	2	2
Police	—	1	7	8
Political Administration	5	6	127	138
Posts and Telegraphs	10	35	435	480
Printing	—	1	7	8
Prisons	1	—	3	4
Public Works Department	—	6	62	68
Railway	2	16	160	178
Secretariat	—	8	48	56
Supreme Court	—	5	46	51
Survey Department	—	1	16	17
Transport Department	—	3	17	20
Vital Statistics	—	1	2	3
Totals	30	135	1,411	1,576

APPENDIX V.

AGRICULTURAL SUMMARY.

(Compiled from the Annual Report on the Social and Economic Progress of the People of the Gold Coast, 1938-9.)

<i>Year.</i>	<i>Total Production.</i>	<i>Estimate of cash received by the agricultural community.</i>
	<i>Tons.</i>	<i>£</i>
Cocoa.		
1926-7	238,000	11,350,000
1927-8	207,000	10,020,000
1928-9	242,000	8,570,000
1929-30	232,000	7,420,000
1930-1	223,000	3,970,000
1931-2	212,000	3,650,000
1932-3	256,000	4,240,000
1933-4	220,000	2,680,000
1934-5	276,000	3,960,000
1935-6	285,000	4,710,000
1936-7	300,000	10,980,000
1937-8	232,000	2,900,000
1938-39	280,000	4,200,000
(main crop only).		

APPENDIX V—*continued.**Other Agricultural products.*

	<i>Amount exported.</i>	<i>Value.</i>
Unsweetened lime and lemon juice	538,879 gallons (1938)	£ 26,959
Kola	3,609 tons (1938-9)	—
Oil Palm Products	5,123 tons (1938-9)	39,776
Bananas	70,368 bunches (May, 1938-February, 1939).	
Copra	1,048 tons (1938-9)	9,156
Rubber	1,265,845 lb (1938-9)	30,000

APPENDIX VI.

QUANTITIES AND VALUES OF THE PRODUCTS OF THE MINING INDUSTRY
DURING THE YEARS 1937-8 AND 1938-9.

	1938-9	1937-8	1938-9	1937-8
	<i>Quantity.</i>		<i>Value.</i>	
			£	£
Gold Bullion produced, fine oz.	701,416	590,025	2,979,617	2,506,426
Diamonds exported, carats	1,440,322	1,380,336	595,989	588,169
Manganese ore exported, dry tons	257,378	532,126	681,188	1,166,175
			<u>£4,256,794</u>	<u>£4,260,770</u>

APPENDIX VII.

LABOUR EMPLOYED BY THE GOLD COAST MINING INDUSTRY.

(Compiled from the Annual Report of the Gold Coast Chamber of Mines for the year ended 31st May, 1939.)

Year.	<i>Total Labour Employed.</i>						<i>Nature of Employment.</i>											
	Europeans.			Africans.			<i>Gold Industry.</i>						<i>Manganese.</i>		<i>Diamonds.</i>		<i>Prospecting.</i>	
							Europeans.			Africans.								
	Sur-face	Under-ground	Total	Sur-face	Under-ground	Total	Sur-face	Under-ground	Total	Sur-face	Under-ground	Total	Euro-peans	Afri-cans	Euro-peans	Afri-cans	Euro-peans	Afri-cans
1923-24	201	80	281	7,849	4,146	11,995	178	79	257	5,929	4,096	10,025	2	1,222	3	748	Included under other heads.	
1928-29	207	77	284	7,779	3,574	11,353	132	77	209	4,258	3,534	7,792	40	1,607	35	1,954	Included under other heads.	
1933-34	259	106	365	11,654	4,799	16,453	153	102	255	5,839	4,613	10,452	18	705	46	3,638	46	1,658
1938-39	702	323	1,025	27,115	12,432	39,547	557	315	872	18,463	12,071	30,534	42	1,490	45	5,005	66	2,518

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APPENDIX VIII.

VITAL STATISTICS OF LABOURERS ENGAGED LOCALLY AND EMPLOYED
ON THE MINES DURING THE YEAR ENDED 31ST MARCH, 1939.(Compiled from the Annual Report of the Gold Coast Mines Department
for the year 1938-9.)

		<i>All Mining Companies.</i>			
Surface	{ Number employed ... ..	...	...	...	27,291
	{ Deaths (accidents) ... ..	...	...	...	5
	{ Deaths (other causes) ... ..	...	...	...	93
Underground	{ Number employed ... ..	...	...	...	12,744
	{ Deaths (accidents) ... ..	...	...	...	65
	{ Deaths (other causes) ... ..	...	...	...	113
Total Surface and Underground	{ Number employed ... ..	...	...	...	40,035
	{ Deaths (accidents) ... ..	...	...	...	71
	{ Deaths (other causes) ... ..	...	...	...	206
	{ Total deaths (all causes) ... ..	...	...	...	277
Death rate per 1,000 per annum of total labourers.	{ Deaths (accidents) ... ..	...	...	...	1.77
	{ Deaths (other causes) ... ..	...	...	...	5.15
	{ Total deaths (all causes) ... ..	...	...	...	6.92

<i>Causes of death other than mine accident.</i>	<i>Number.</i>	<i>Percentage of causes of deaths to total deaths from other causes.</i>
Pneumonia	60	29.13
Tuberculosis	52	25.24
Malaria	25	12.14
Dysentery	6	2.91
Influenza	5	2.43
Nephritis	5	2.43
Bronco-pneumonia	4	1.94
Hernia strangulated	3	1.46
Sleeping Sickness	3	1.46
Heart disease... ..	2	0.97
Jaundice	2	0.97
Unknown	3	1.46
Other causes (not more than one case of each)	36	17.46
Totals	206	100.00

Death rate of labourers during the years 1927-8 to 1938-9.

Year.	<i>Death rate per 1,000 per annum of total labourers.</i>		
	<i>By accidents.</i>	<i>By other causes.</i>	<i>By all causes.</i>
1927-8	1.27	12.11	13.29
1928-9	1.93	10.83	12.77
1929-30	1.56	8.48	10.04
1930-1	1.45	10.66	12.11
1931-2	1.77	9.46	11.23
1932-3	1.95	9.58	11.53
1933-4	1.34	7.54	9.06
1934-5	2.9	5.77	8.67
1935-6	1.32	6.35	7.66
1936-7	1.61	4.89	6.51
1937-8	1.40	4.66	6.06
1938-9	1.77	5.15	6.92

APPENDIX IX.

SUMMARY OF ACCIDENTS IN THE MINES DURING THE YEAR 1938-9.

	<i>Fatal.</i>		<i>Serious.</i>	
	<i>Europeans.</i>	<i>Africans.</i>	<i>Europeans.</i>	<i>Africans.</i>
<i>Underground.</i>				
Average daily number employed ...	323	12,432	323	12,432
Number of accidents ...	1	64	4	60
Rate per thousand ...	3.09	5.15	12.38	4.83
<i>Surface.</i>				
Average daily number employed ...	700	26,690	700	26,690
Number of accidents ...	—	6	—	35
Rate per thousand ...	—	0.22	—	1.31
<i>Total underground and surface.</i>				
Average daily number employed ...	1,023	39,122	1,023	39,122
Number of accidents ...	1	70	4	95
Rate per thousand ...	0.98	1.78	3.91	2.43

APPENDIX X.

THE ACCRA REHOUSING SCHEME.

(Information supplied by the Government of the Gold Coast.)

After the earthquake which occurred in Accra in June, 1939, the Government of the Gold Coast undertook to provide temporary accommodation for those rendered homeless. A number of two-roomed houses were erected on three sites on the outskirts of the town and free occupation is being provided until the end of 1940, after which the occupants will be required to purchase the house, with or without improvement. Houses of a superior type are already being erected and the settlements are taking on a permanent character. Details of the various grades of accommodation are as follows:—

<i>Grade.</i>	<i>Purchase Price.</i>	<i>Cost by instalments.</i>	<i>Plot of land included in purchase price.</i>	<i>Accommodation.</i>	<i>Remarks.</i>
Grade I.	£570	£2 14s. 8d. per month for 30 years, or £3 9s. 6d. per month for 20 years, or £5 16s. 3d. per month for 10 years.	100 ft. × 100 ft.	Sitting room, Dining room, 2 Bedrooms, Bathroom, Porch, Kitchen and Boys' quarters (detached). Electric light and other amenities. Tiled roof, reinforced concrete walls.	—
Grade II.	£386	£1 16s. od. per month for 30 years, or £2 7s. od. per month for 20 years or, £3 18s. 8d. per month for 10 years.	100 ft. × 60 ft.	Sitting room, Bedroom, Bathroom, Porch, Kitchen and Boys' quarters (detached). Electric light, Tiled roof and reinforced concrete walls.	House tiles are not now being used for roofing and the frame only is being reinforced. Capable of enlargement into a Grade I house.

Grade III.	£190	18s. 3d. per month for 30 years, or £1 3s. 2d. per month for 20 years, or £1 18s. 9d. per month for 10 years.	100 ft. × 60 ft.	4 rooms, 12 ft. × 12 ft. × 10 ft. high. Corrugated iron roof, cement walls.	Capable of enlargement into a Grade II house.
Two-roomed houses (improved).	£120	11s. 6d. per month for 30 years, or 14s. 8d. per month for 20 years, or £1 4s. 6d. per month for 10 years.	100 ft. × 60 ft.	On purchase, the temporary two-roomed house (see below) is improved by the addition of a kitchen, bathroom, verandah and ceiling.	Capable of conversion into a Grade II or Grade III house.
Two-roomed houses (temporary).	Not for purchase.			2 rooms, 12 ft. × 12 ft. × 10 ft. high. Unlined corrugated iron roof, cement block walls.	Intended only for temporary accommodation. Cost approximately £65 each to build.
Fishermen's Compounds.	£200 (4-roomed house). £100 (2-roomed house).	£1 1s. 4d. per month for 30 years (free of rates, etc.) 10s. 8d. per month for 30 years (free of rates, etc.)		Equipped with verandahs and ceilings—communal kitchen and bathhouses.	—
Zongo (Accommodation for casual labourers.)	Not for sale.	—	—	Range of single rooms.	Rent 5s. 6d. per month per room.

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SIERRA LEONE.

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SIERRA LEONE.

Introductory.—The Colony and Protectorate of Sierra Leone is in certain aspects peculiar, owing to its history. The Colony itself, consisting of the capital, Freetown, and a certain area of land along the coast, was selected in the eighteenth century as a suitable centre for the repatriation of freed slaves. This movement, under the auspices of William Wilberforce and Granville Sharp with Government patronage, was responsible for the transfer of considerable numbers of freed men from the West Indies to Sierra Leone, thus forming the nucleus of the present inhabitants of Freetown and its environs. This element of the population is accordingly quite distinct from the original inhabitants of the country, with whom they do not associate themselves. Their outlook and mentality in many ways suggest the West Indian character; certain peculiarities are strikingly similar. This section of Sierra Leone's population is a mere fraction of the whole, but superior education and the fact that they form the great bulk of the inhabitants of the capital give them influence disproportionate to their numbers.

(*Colony, area 256 miles, population 90,885: Protectorate, area 27,669, population 1,672,057.)

2. The natives of the Protectorate are mostly in a primitive stage, dependent upon subsistence agriculture for a living, and relying upon the sale of any surplus produce as a means of obtaining cash. Conditions in the Protectorate are far from favourable and the peasant cultivator has a hard life. The soil over large areas is mainly laterite and the heavy rainfall, combined with a lengthy dry season, has led to prolonged erosion and leaching of the earth. As a result the land has deteriorated until freshly cleared "bush" will admit of only one, or at most two, annual crops before it must be allowed to revert to "bush." The labour constantly involved in clearing is therefore excessive and it is manifestly impossible to expect much surplus production of food. The same effect is noticeable even in the land included in the Colony; old pictures show rolling downs of grass and crops where there is now nothing but scanty vegetation over a soil that is mainly laterite.

3. The Government of Sierra Leone, and particularly the Agricultural Department, are fully alive to the position and active measures are being taken to combat this growing evil. Excellent prospects appear to be afforded by the possibility of producing rice in the numerous swamps that exist both on the coast and inland. There are very large areas which would admit of utilisation in this way and the production of a valuable crop therefore seems attainable. Such a development would be additionally welcome since rice is the staple article of diet in Sierra Leone and its seasonal fluctuations in price are a serious source of anxiety to the poorer classes.

* Dominions Office and Colonial Office List, 1939:

4. The main source of revenue for the country in the past has been the product of the oil-palm; the collection and sale of this wild harvest has been the main source of cash to the great bulk of the population. Unfortunately the price varies greatly and is at present less than half of what it was 12 years ago (Agricultural Report for 1938). This has had a discouraging effect upon the collectors of the nuts and production therefore tends to drop.

5. Various other exportable crops form a further source of revenue although they are all quite subordinate in importance to the oil-palm. Kola brings in some £30,000 a year, piassava about the same figure and ginger rather more, although the figures for all these products fluctuate considerably*; cocoa has been tried and seems promising although production is still in its infancy; coffee also is produced on a very small scale and is at present inferior in quality, but experiments now in progress seem to hold out prospects of improvement. Cattle are kept in those parts which are free from tsetse and appear to do well; this is, however, on a very limited scale and there is a considerable importation of slaughter animals.

6. *Food*.—The supply of food in Sierra Leone may be said to be adequate and varied for the country as a whole; the main staples are much the same as those of other parts of West Africa. In the villages in the interior livestock in the shape of sheep, goats, pigs, chickens and ducks, is common and eggs are appreciated. A good supply of fish is available on the coast and a certain quantity is sent up-country in a dried form; this would however admit of extension. Palm-oil is largely used for cooking. The diet up-country may therefore be regarded as fairly satisfactory except for a shortage of proteins; meat is not generally eaten, largely on account of the expense, since five to six thousand slaughter cattle are imported annually from French Guinea.

7. Dairy produce is rare and expensive, fresh milk being almost unobtainable. Tinned milk is used as a substitute, although in limited quantities on account of the cost. In Freetown the local market offers an attractive variety of vegetables and fruit, although in some cases the prices tend to be high. Unfortunately, a large proportion of the land in the immediate neighbourhood of Freetown is too rocky and hilly to admit of much cultivation; local produce must therefore be carried in for a number of miles. The encouragement of market gardening and poultry keeping would be a great boon to the capital and would provide employment for some of the Creole population.

8. Details of the food supply on the mines and in certain other areas will be found in the sections dealing with those matters.

9. *Urban Conditions*.—The only town of importance in Sierra Leone is Freetown with a population of 55,358 (1931 census); this is built on the slope of the hills surrounding its excellent

* Annual Report on the Social and Economic Progress of the People of Sierra Leone, 1938.

harbour. It is an old-fashioned town and has largely grown up without adequate supervision or control; in addition, the alteration in shipping methods during the last century has resulted in the disuse of a number of solid stone warehouses on the waterfront and their appropriation as dwellings, a purpose for which they are quite unsuited. Overbuilding is rife, repairs are urgently needed in all directions, rents are very high, and overcrowding is general. Sanitary arrangements and the collection of rubbish are primitive in method; the existing water supply is quite inadequate and frequently leads to a seasonable shortage but a scheme for the establishment of a satisfactory and sufficient supply has been evolved and is now under construction.

10. In view of the foregoing description considerable surprise must be felt at the comparative absence of flies, smells and other objectionable features; a tour of inspection in the worst quarters of Freetown revealed a standard which, in view of the existing difficulties, reflected great credit on the efficiency of the sanitation authorities and the cleanliness of the inhabitants.

11. A Slum Clearance Committee investigated the situation during 1939. 2,035 houses were surveyed of which 651 were found to be overcrowded, out of repair or otherwise open to objection. My own investigations fully supported the observations of the Committee and I was impressed by the magnitude of the problem.

12. The Sierra Leone Government has long been aware of the need for reform and a committee is now considering the possibilities for carrying out the recommendations of the Slum Clearance Committee. Unfortunately the large expenditure involved has been far beyond the available resources; in this connection the fact should not be overlooked that the greater part of the revenue of the country is derived from the Protectorate, so that it would obviously be unjust to spend a considerable proportion of public funds on rebuilding the capital. As far as money has been available, improvements have been made, but a comprehensive scheme conceived on bold lines is the only way to deal with the situation.

13. The inevitable result of overcrowding is obvious in the high rents charged; actual figures vary considerably but there appears to be no doubt that to obtain even the poorest dwelling the manual labourer must pay from 15 per cent. to 20 per cent. of his total earnings, while for a better class of accommodation the figure would be considerably more. The provision of sound, cheap houses is an essential accompaniment to any increase in wages; otherwise higher pay will merely entail greater competition for the better houses, thus leading to a further increase in the already considerable rents.

14. There is apparently sufficient land available for development, while there are also numerous empty lots within the city

boundary which might be utilised. Building should therefore not prove expensive, though at present war conditions are naturally enhancing the cost of all imported material. In this connection attention might be given to the possibility of utilising local products to a greater degree; the feasibility of developing tiles and shingles as an alternative to corrugated iron might well be explored. Again, the agricultural programme for encouraging the cultivation of swamp rice involves the felling of large areas of mangroves; use of the resultant timber does not so far appear to have been taken into consideration.

15. As is usual in ports, the waterfront workers present a difficult problem; the inevitable irregularity of employment available produces intermittent work for a considerable number of men. Wages, especially for night work, are often comparatively good, but opportunities to earn them are only occasional. In consequence most of the men in such employment receive in practice a sum insufficient to support them. The companies concerned naturally appreciate an ample supply of labour, but business would probably suffer little from a reduction in the numbers trying to make a living in such a fashion. The matter is one which might well receive attention and investigation by the Labour Department, with a view to the better organisation of this class of labour.

16. One cause of congestion and unemployment in Freetown is the influx of natives from the Protectorate who come down in order to seek work and obtain ready money in addition to the subsistence available in their gardens; these people are attracted by the apparent high wages without realising that the increased expense to be faced in Freetown renders the attraction illusory. Having travelled probably a long distance, they are reluctant to return without something to show for their journey, while they also need some sort of provision for the road. They therefore remain in Freetown, sleeping and eating as best they may, and increasing the competition for such jobs as may be offered. Some check upon this influx is most desirable, both in the interests of the immigrants and those of the permanent inhabitants of the town. The existing overcrowding of the labour market tends to produce rotational employment with its attendant evils. Study of the labour routes of the country and of the origins of these immigrants will indicate the localities where efforts should be made to deter them from setting out on a hopeless quest. Information could presumably be spread through the native authorities warning prospective wage-seekers that employment in Freetown was scarce; similar information could be published at any rest-camps which it may be found advisable to establish. In this way something might be done to regulate the flow of work-seekers, once the Labour Department is thoroughly conversant with the position throughout the country.

17. *Unemployment*.—Considering now the superfluous population of non-residents in Freetown, the police already supervise these to some extent. The necessary powers for dealing with such persons are contained in Ordinance No. 48 of 1934, Section 5, of the Rules in the Schedule. This enables men without means of support who are not domiciled in Freetown to be sent back to their homes, and some use is occasionally made of this provision. Unfortunately, no specific fund is available against which travelling expenses, cost of escort, etc., can be charged; consequently difficulty frequently arises in meeting the necessary payments from the limited resources of the Administration or the Police Department. I therefore recommend the establishment of a fund termed “Repatriation of Destitutes,” or some such description, against which could be charged all the necessary expenses, a Police Magistrate or Administrative Officer having the power to authorise expenditure. It is not suggested that such parties should in any way be treated as criminals, but in some cases precautions are necessary to see that these men, when put on a train, do not get out at the first station and walk back. Such arrangements would have a particular application in the case of Protectorate youths and boys without occupation and lacking any parental care.

18. *Wages and cost of living*.—The cost of living in Freetown is, for the item of food, somewhat higher than it is in the Protectorate. Government institutions are able to provide a liberal diet for about 6½d. a day; this, however, would cost the individual rather more, so that the figure is probably 7d. to 8d. daily; this presupposes careful marketing and does not allow for any luxuries. Food therefore must cost almost £1 a month. To this must be added rent, amounting to at least four to six shillings monthly, and even this entails sharing a room. There is then the further item of clothes, with additions for light, washing, cooking, etc., luxuries being an extra. The conclusion therefore is that for the plainest adequate living and poor accommodation 30s. monthly is the minimum figure. This is for the bachelor; the married man may expect his wife to help a little by petty trading, but there must nevertheless be some addition to the basic figure. Therefore the lowest wage which is found occasionally—15s. a month—is quite insufficient. I accordingly recommend the adoption of a basic figure of 30s. monthly as a minimum wage; it should be possible to arrive at this figure by negotiation; should, however, this break down, the necessary power to fix minimum wages is conferred upon the Governor in Council by Part III of Ordinance No. 30 of 1934. Such action, however, would not affect the position of the man in intermittent employment, who may be drawing a generous wage but seldom have an opportunity for earning it. The remedy in this case must lie in the reduction of the number of those competing for daily employment as detailed in the subsection on Unemployment, above.

19. Considerable relief would be afforded to the rather better-paid classes should a housing scheme be initiated on the lines indicated earlier in this section. Rents which are now from 12s. to 30s. monthly should be at least halved, a saving which would constitute a considerable asset to the family budget.

20. A feature which must have some effect upon the marketing of the poorer sections of the community is the coinage in use. The existing currency consists of coins equivalent in value to the English ones. The tenth of a penny which circulates in other parts of West Africa is not current in Sierra Leone. Furthermore the English farthing is not used, so that the halfpenny is the smallest coin. In a community in which buying and selling frequently involve only very small quantities, the advantage of coins of low value is appreciable in the case of a humble purchaser. I suggest that consideration should be given to the introduction of the one-tenth of a penny in accordance with general West African practice.

21. *Conditions of Employment.*—The circumstances of employment in Freetown are characteristic of a labour market in an elementary stage of organisation; the difficulties arising from an excess of the work-seekers and the resultant partial employment are detailed above. In occupation other than manual labour certain disadvantages at present exist which would seem to admit of improvement by means of negotiation. There is a marked difference between the conditions enjoyed by clerks in Government service and those in commercial houses. The latter not only receive less pay but also lack the advantages of security of position, pension, and free medical attendance, with certain other privileges. As these employees often work long hours and have some financial responsibility, their circumstances might well be improved so as to offer reasonable advantages to good men. The possibility of starting a provident fund supported by the principal firms in Freetown might be examined. To this the clerical staffs would contribute and shop-assistants might also perhaps be admitted to its advantages. Such an institution would at least partially supply the need for some sort of provision for the future. Fees for medical attendance may also constitute a heavy burden. If the patient is not prepared to devote considerable time to obtaining free treatment at the Connaught Hospital and, if necessary, admission to a bed in one of the public wards, he must pay a fairly substantial fee for attendance in his own house by a private practitioner; in the case of a serious illness a formidable sum may be incurred. It is clearly desirable that patients who are able to pay something for private attendance should not add to the numbers applying for free treatment, and where cases can be treated at home there is an obvious economy. There would appear to be room for the scheme whereby a firm arranges for a private practitioner, or partners, to undertake attendance on all members of its staff on reduced terms. Such an advantage

would certainly be much appreciated by the class concerned whose efficiency should be perceptibly increased by a readier resort to medical help in case of illness, in place of the present postponement of the expense entailed until the case has perhaps become grave.

22. The practice relating to payments for overtime and also for periodical leave on pay also appears to vary greatly with consequent invidious comparisons of firms. Unfair treatment in such matters might be settled by discussion between the Chamber of Commerce and the employees involved.

23. A point which was brought to my attention on several occasions was the possibility of wages being paid weekly instead of monthly. This proposal is discussed in the General Section of this Report.

24. The question of conditions of employment for seamen in ocean-going ships also arose; this is dealt with in the subsequent section on Legislation.

25. *Effect of the War.*—The conditions arising from the outbreak of war have naturally entailed an increase in the cost of imports, so that those persons who use a large proportion of tinned goods and other imported articles have found a corresponding increase in their household bills, usually from 25 per cent. to 50 per cent., or even more. For the poorer classes, living mainly on local products, the increase has not been so marked; rice, the staple article of the diet, shows merely the normal seasonal fluctuations. In other directions Freetown has in certain ways profited from the war; considerable naval activity and additional calls by merchant vessels have resulted in larger local expenditure for fish, fruit, vegetables, and poultry, and the increased use of minor services, such as laundering, tailoring, etc.

26. *Migrant Labour.*—Labour migration in Sierra Leone does not present the important problem that it does in the Gold Coast and Nigeria. An appreciable number of natives from the interior make their way to the coast to seek wages, but there is no large seasonal migration. The creation of rest-camps and other facilities for travellers is therefore at present hardly necessary, although the subject is one which should receive further attention in case it should prove to be of somewhat greater importance than appears to be the case at present.

27. The main feature of labour migration in existing conditions takes the form of the unemployment problem in Freetown; this is dealt with in detail in the section "Urban Conditions."

28. *Medical Attention.*—Medical facilities for the treatment of labourers in the mines in certain instances leave much to be desired. Where hospitals exist on the properties, arrangements are good and the situation can be regarded as satisfactory. In some cases, however, notably in the alluvial gold-mining camps, there appears to be a serious lack of the necessary resources.

Section 32 of the Schedule attached to Ordinance No. 30 of 1934 stipulates the hospital requirements for those labour centres where no Government hospital accommodation is available; these, however, are somewhat elaborate and could scarcely be expected to apply to a camp of a few dozen persons only or to a camp with a short life. To deal with such cases I recommend the introduction of a rule applying to any camp of more than 10 persons and requiring the maintenance of a simple first-aid outfit according to a schedule to be prepared by the Director of Medical Services. There is also the question of the availability of Government hospitals for use as provided for in section 31 of the Ordinance quoted above. Hospitalisation in Sierra Leone is still very limited and such hospitals as do exist are supposed to serve very large areas; equipment is often poor and essentials are lacking, since funds have been insufficient to put these establishments on a proper footing. There is also a system whereby all patients except paupers subsist on food brought in by their relatives, presumably subject to supervision to ensure suitability for the nature of the case. This arrangement is obviously unsatisfactory and it contrasts unfavourably with the carefully selected diets to be found in some of the mines hospitals. Generally, even to a layman's eye, in resources and equipment Government hospitals were decidedly inferior to those maintained by private employers. Medical Officers were clearly handicapped and their utility curtailed through being compelled to work under such difficulties. Improvement in these particulars would be a conspicuously meritorious object for expenditure when funds are available.

29. *Mines*.—In view of the foregoing summary of the agricultural position, the advantages of mining development as furnishing an alternative source of wealth will be obvious. The mining enterprises are mostly of comparatively recent date and further deposits may await discovery. Diamonds, gold, iron ore, and chrome are already being worked on a considerable scale, the first of these having proved particularly successful. These discoveries have made a valuable addition to Government revenue, while they also pay out very substantial amounts in wages. As an offset to the fluctuations of agricultural production they therefore play a very useful part in the economy of the country.

30. This development of mineral wealth and the consequent increase in wage-earning form a novel ingredient in the sociological position; there was thus a tendency to regard the mines as a source of revenue from which gratifying royalties could be drawn without entailing much special consideration or expenditure. Insufficient attention to the growing labour problem has been given in the past, but the appointment of an officer as labour specialist was decided upon little more than a year ago. These problems are now receiving due consideration and there is no reason why the labour employed in the mines should not be

organised on satisfactory principles. Prospects are promising and the co-operation of the managements in organising on up-to-date lines will no doubt be obtainable provided always that the difficulties and complications involved are fully understood.

31. *Gold*.—Gold mining in Sierra Leone consists of alluvial workings, one of the most important being Gold and Base Metals Limited's workings at Magburaka, where exploitation takes the form of dredging. The undertaking is comparatively new and conditions are accordingly still somewhat primitive; a housing programme is being carried out. A good pattern of building of mud and wattle and thatch is being provided; these, while new, will be satisfactory but will prove expensive for reconditioning. A feature of the mine is the large proportion of "tributers" employed during the 3 or 4 months of the dry season, these being about 2,500 in number as compared with 200 permanent employees. Wages paid in February, 1940, amounted to £1,900 for tributers and £300 for employees,* so that the mine brings a welcome amount into the district. The tributers are organised in gangs, usually of five men, all business being done with a headman who takes and divides the profits of the gang. This system appears to work well enough in practice but is manifestly unsatisfactory from the point of view of labour administration and the application of legislation.

32. In addition to the activities of the organised companies there is a considerable amount of alluvial working by very primitive methods in the Koinadugu district. This usually takes the form of one or more Syrians holding a licence and employing a few dozen natives to extract gold by panning. Proceedings are quite haphazard and profits vary considerably; while never large, they are generally sufficient to attract the type of people engaged in the industry. The country in which they operate is very hilly and inaccessible and the camps are constantly shifting. Visiting and inspecting therefore becomes difficult and arduous, much time being spent in travelling about the hills on foot. Early in 1940, the Labour Secretary completed a tour of this area lasting several weeks; obviously such a trip can only be repeated occasionally owing to the amount of time occupied in comparison with the limited size of the labour force concerned. In the circumstances accommodation must necessarily be primitive and scanty; more serious is the question of medical attention and hospital treatment, since such resources appear to be almost non-existent at present. I recommend that the Government should consider the whole position of these activities with a view to the introduction of rules which will ensure the provision of minimum requirements.

33. *Diamonds*.—The Sierra Leone Selection Trust are working an important deposit of diamonds at Yengema near

* Information supplied by the Mine Management.

Segbwema in the Southern Province. (The same organisation is responsible for the diamond mines in the Gold Coast.) The mine is somewhat inaccessible and can only be reached by a considerable motor journey over indifferent roads. Employees number about 1,550 to which must be added about 1,250 dependents. The deposit is proving a valuable one and the company has spent money freely on laying out and draining the residential area and the labour lines. Originally somewhat swampy and malarious, the area has been much improved and the work is still being carried on. Accommodation for labour consists of well-built permanent quarters of concrete and iron; unfortunately the type adopted is again the old-fashioned "range" with 12 little rooms in a row. A proportion of more up-to-date houses contained in blocks of four or five rooms exists, while there is also one section of detached houses. The latter were considerably more expensive to build than the other types and the design adopted was not a very successful one; probably a compromise between the two latter types would be satisfactory. Latrines are on the bucket system and the water supply is obtained from concrete-lined wells. A well-equipped hospital in the charge of a resident medical officer exists; it is noteworthy that the sixteen beds maintained are hardly ever all required. This is the more surprising since approximately one-third of the patients treated at the hospital are not employees of the company but come from nearby villages. A liberal diet is provided varying according to the requirements of the patient.

34. Medical inspection of all new employees is carried out as a routine measure, the standard of health of the community is decidedly high, and a large kitchen garden is maintained. Food is purchased by the workers in the local markets, and the supply appears to be cheap and varied.

35. *Chrome*.—A chrome mine worked by the Sierra Leone Goldfields, Limited, exists at Hangha, some 20 miles from Kenema. This enterprise has only been in existence for a few years and its future is therefore somewhat uncertain although apparently promising. Some 400 workmen are employed, but nearly a half of these are engaged on subsidiary tasks not directly connected with mining. The great majority are local natives from the surrounding villages who therefore do not require housing; this is fortunate since the mine is situated in hilly and rocky country where sites for labour lines would be most difficult to find. A small amount of housing intended to accommodate seventy-five permanent employees was in course of erection at the time of my visit. The mine consists of open surface workings and no shafts are in use, although experimental adits were dug when the property was first occupied.

36. The development of this mine is at present much handicapped by transport difficulties; the ore must be carried in trucks to the plain where it is loaded into lorries which travel

over an earth road to the railway station at Hangha. There the ore is loaded into wagons when these are available the freight charge to the port of shipment is high. These considerable expenses added to the Government royalty form a heavy charge for a product of low value; the mine has therefore hitherto not been very remunerative. Medical provision exists in the form of a small dispensary in charge of a dresser. Serious cases must be sent to Bo since there is no medical officer or properly equipped hospital at Kenema although this is the headquarters of a Commissioner. Wages at the mine average between 6d. and 1s. a day, the local cost of living being about 4d. a day. Furthermore, the majority of the workers are peasant proprietors whose main source of support is the farm. The monthly wage bill is between £300 and £400, a welcome asset where cash is scarce although food is plentiful.

37. *Iron ore.*—The Sierra Leone Development Company have a considerable establishment at Marampa where they are mining iron ore having started operations some eight years ago. A large amount of capital has been invested and elaborate machinery has been erected at Pepel, some 14 miles up-river from Freetown; additional machinery is in position at the mine at Marampa, 47 miles away, and a railway with up-to-date heavy rolling stock connects the two. These facilities for shipping naturally greatly reduce the cost of handling this low-priced product. The life of the mine is not expected to be long, and the Company contemplate opening up another iron ore mine, some 60 miles from Marampa, which will entail an extension of the railway for that distance. This precludes any large expenditure upon buildings at Marampa.

38. Work at the mine although somewhat arduous has the advantage of being entirely on the surface; it consists of shifting the overburden and digging out and loading the ore into trollies, after which the handling is mainly carried out by conveyors and other mechanical devices. No shafts exist and such danger as may be present is mainly confined to minor injuries incurred in shovelling the rocky ore and handling the trollies. Blasting is carried on to a limited extent under qualified supervision.

39. Some 1,600 men are employed at Marampa and about 160 at Pepel; these numbers are considerably smaller than is normally the case as the mine was largely shut down at the beginning of the war; since then the demand for the commodity has increased and the mine is once more expanding rapidly. The reduction of the labour force by more than half was carried out very smoothly, being spread over a number of months; rotational employment was used to a limited degree in its legitimate application as a temporary measure for the benefit of the workpeople. This enabled discharged employees to resume their normal agricultural work in the surrounding country from which they were mostly drawn. A small proportion of the labour force comes from 100 miles or more up-country, but the

great bulk is local and the opportunity to earn a little money as a supplement to subsistence agriculture is welcomed. Artisans and clerical staff are mainly drawn from the better educated element to be found in Freetown.

40. The management of the labour is carefully organised, each man being furnished with a card identifiable by means of fingerprints; this goes far to eliminate substitution, impersonation, etc., and also simplifies calculation of the amount of compensation due in the event of accident, for which purpose a special series of cards is kept providing a full record of every case. Rates of wages are given in an Appendix. In addition a basic ration of two measures of rice weighing one pound is issued daily. The remainder of the labourers' food is bought by them from the people of the surrounding villages who bring it for sale; this includes a fair supply of fish, but, as usual, the diet tends to be lacking in animal protein. The early morning issue of cocoa and biscuit or bread of local manufacture before work begins might well prove a sound investment owing to increased efficiency; this could easily be arranged in view of the existence of a regular "clocking-in" system at the beginning of the day's work. The above arrangements have been introduced to improve the conditions of work, and remedy former grievances which had led to considerable friction and strikes.

41. Housing has presented some difficulty in the past owing to uncertainty of location, but since the working of the mine on more methodical lines has proved possible considerable improvement has been effected. The new construction is of the "village" type, of mud and wattle with grass roof, providing ample space. These houses will be quite satisfactory when new but reconditioning will prove a considerable expense. In addition some good permanent accommodation in concrete and iron has been erected for clerks and artisans.

42. A very suitable hospital, consisting of the former manager's house converted for the purpose, provides for all normal requirements. There is a resident medical officer who maintains a good standard of cleanliness and sanitation. The proportion of sickness is decidedly low and the health of the camp as a whole appeared to be good.

43. *House tax on mines.*—A matter which has aroused some controversy is the collection of the tax on labour lines. The normal tax on houses has been applied to the accommodation provided by the estates for their labour, although there appears to be some doubt whether this should be payable upon each block of buildings or upon individual rooms. There is some difference in practice between the various mines; the diamond mine pays the total amount on behalf of its workers and makes no attempt to recover it; the others pay the tax and subsequently recover it from their employees, as is their acknowledged right,

since the tax is supposed to be levied upon the occupant of the dwelling. The amount of the tax is five shillings and since this forms a serious deduction if levied upon a single month's wages, the companies recover it at the rate of 6d. a month.

44. The arrangement is open to certain objections. Firstly, the Government requests the employers to collect its tax—a peculiar position obviously open to criticism. Secondly, the official receipt for the tax is issued for the lump sum, thus eliminating any receipt for the individual payer. Thirdly, in the case of a man who leaves his employment and returns home after paying, say, four months' instalments, there is nothing to show that this part of his tax has been paid. Fourthly, there is no arrangement whereby a proportion of this tax can be allocated for the benefit of the home village authorities. In addition to the foregoing inexactitude in collection, there is the consideration that the tax must be anti-social inasmuch as it encourages the crowding of labour rather than the provision of accommodation in separate dwellings as is to be desired; indeed, it is likely to have a wide effect in inducing the employer to plead that his workpeople prefer to live in the surrounding villages and that he is therefore justified in refusing to provide any housing at all. It is clearly illogical to urge the employer to build free accommodation for his labourers and then to tax him for doing so; if on the other hand the tax has to be paid by the worker it means that he has to pay for his enterprise in going out to earn money. Again, the diversity of practice in the payment of the tax by the companies and the unsatisfactory procedure entailed in settlement by instalments must puzzle the native, who is given no individual receipt to show what he has paid or whether anything has been paid on his behalf. There is finally the anomaly that Government employees provided with housing are apparently not called upon to pay.

45. The question of the taxation of labour lines has arisen elsewhere in Africa, although the issue of individual receipts has in other cases been the established practice. The usual settlement has been to leave the native's tax obligations unaffected by his accepting employment. In the case of Sierra Leone the amount involved is very small—between one and two thousand pounds annually—a sum hardly commensurate with the resentment and criticism aroused among both employers and workpeople. I strongly recommend the abolition of any taxation on accommodation provided for labourers.

46. *The Railway*.—The Sierra Leone Government Railway has a total length of 311 miles and a gauge of 2 ft. 6 in. It does not connect with any other West African railway system. The scope of the railway is somewhat limited (total estimated revenue for 1940: £196,000), since except for the product of the chromite mine it has no bulky mineral freight to carry; the iron mine maintains its own railway to the coast. The extension of the road system and the growth of motor traffic has competed

seriously with the railway, although the equivalent opening-up of the country has no doubt been beneficial.

47. The total staff employed amounts to about 760, the majority of whom are stationed in Freetown; trains do not travel by night. The principal point about which the employees were dissatisfied was the question of housing. A limited amount of accommodation is provided in Freetown at a rent of from four to six shillings a month; there is also a certain number of quarters up-country at two to six shillings a month; station masters are provided with free housing. Such accommodation as is provided is much appreciated, but it is insufficient for more than a fraction of the total staff; the subject is therefore the cause of some jealousy as regards the apportioning. The problem in Freetown is in fact only one part of the larger question of the general need for rehousing; should a town-planning scheme be introduced, a suitable piece of ground might perhaps be made available outside the town for the railway employees to form a community of their own, since in their case the transport question would be simplified.

48. A request was also made for temporary accommodation at the terminus at which the train spends the night; the complaint was made that men are at present compelled to find lodgings for themselves for which they have to pay heavily.

49. Dissatisfaction was expressed that overtime was not paid for in money, but was compensated for by free time granted on another occasion; this was regarded as a most unsatisfactory substitute for payment in cash.

50. For the training of apprentices the railway has a system whereby a number of youths are sent each year to study at Takoradi in the Gold Coast.

51. *Employment of Women and Children.*—There is very little female or child labour to be found in Sierra Leone, and where it does exist it is in the form of light and suitable work. There is some employment of women in Freetown for such work as telephone operating, office assistance, and serving in shops; the numbers, however, are not large and there is no indication of bad conditions. For employment in shops, however, competition is keen, although wages are low; the position merits the attention from the Labour Department.

52. Up-country, woman or child labour is not utilised by the mines; there is a considerable amount employed in agriculture in the villages, but this is in normal African conditions of family duties and is not wage-earning.

53. *Juvenile Delinquency.*—The problem of the homeless and workless adolescent is a serious one. There is an appreciable number of boys who for some reason are beyond parental control, and in addition, boys are frequently brought down from the Protectorate by merchants and others who utilise their help

on the journey and then abandon them in Freetown when they are no longer required. Such boys have great difficulty in finding any honest livelihood and are therefore prone to earn a living of sorts in various doubtfully desirable ways. Sooner or later they probably fall into the hands of the police and are then more than likely to become regular criminals. At best the precarious nature of their existence precludes proper food, and undernourishment makes them even less able and willing to obtain honest work. The great majority of such boys would probably grow up to be useful citizens, were they given a suitable education under the necessary discipline; as matters stand they are little better than embryo recruits for the criminal classes. No institution of the nature of a reformatory exists in Sierra Leone although the need for one is conspicuous; if situated at a distance from Freetown with agriculture as the principal subject, it would cater for the needs of the up-country lad who has been convicted of crime, and is therefore not in the class to be repatriated to the home village as destitute. At present juvenile offenders have to be committed to the central gaol, where the well-designed buildings admit of such boys being entirely separated from the adult prisoners; at the time of my visit there were only two young offenders, who were engaged in tailoring under the supervision of a matron. This arrangement appeared to be the best possible in the circumstances, but it is obviously undesirable that such cases can only be dealt with in the central prison.

54. *Trade Unions*.—The position of trade unions has been legalised and regulated by Ordinance No. 21 of 1939; Ordinance No. 42 of 1939 establishes the right to peaceful picketing and gives protection for trade unions against actions for tort. Ordinance No. 14 of 1939 establishes the necessary machinery for arbitration in connection with trade disputes. The Trade Unions Ordinance came into force on the 1st of April, 1940.

55. Trade unionism is still at an elementary stage in Sierra Leone (though a picture in the *Illustrated London News*, 1874, of a "negro strike in Freetown" suggests a long-standing tendency towards combination); while some useful work has been accomplished and attempts made at collective bargaining, the unions are not yet sufficiently representative to carry much weight. In certain cases rival unions exist, each making energetic claims to be fully representative. The objects and scope of trade unionism are not understood and many of the fallacies and misconceptions characteristic of the first half of the nineteenth century undergo a curious resurrection. Quite inappropriate purposes are contemplated, as, for instance, the group who were anxious to form a trade union of Mohammedans. The line of demarcation between the activities of a trade union and those of such bodies as friendly societies, insurance companies, or political organisations, is not understood. Nevertheless

organisation is taking shape and the experience gained in the practical management of a union will no doubt rapidly eliminate existing errors. The Labour Secretary has established friendly relations with the various embryo unions and will be able to render them valuable service with his advice and help.

56. *Labour Staff*.—There is at present an officer entitled “Labour Secretary” who is a member of the Secretariat and who undertakes all duties in connection with labour. This arrangement is scarcely satisfactory since it necessitates all correspondence being conducted as from the Colonial Secretary, while it also involves the officer in an undesirable amount of office work. The duties to be carried out are clearly too much for one man and additional help is required.

57. I therefore recommend the formation of a separate Department under a Chief Labour Officer (the otherwise apposite term “Labour Commissioner” is apparently unsuitable since it is liable to suggest the administration of the Protectorate rather than of the Colony). This officer should have his headquarters at Freetown, although he should be able to travel for a large part of every year. He should have an assistant to visit the up-country centres of employment periodically and to replace him in the office during his absence. An important part of the duties of the central office would be the formation and working of a labour exchange. A second assistant is required to give attention solely to Freetown; the problems there are varied and difficult and I am of the opinion that they require the full-time attention of one officer. In addition to actual labour problems there are numerous questions of welfare which greatly need attention in Freetown, and these should form a part of his work, with the supervision and help of the Chief Labour Officer; in particular the slum problem and any rehousing schemes would be matters in which he should collaborate closely with the municipal authorities. A further useful function would be the organisation and encouragement of the existing activities for the care of young people; the various churches and missions are already doing much useful work in this direction, but I formed the impression that they would benefit from the interest and assistance of the Government in many ways, particularly in such matters as the organisation of recreation and the starting of clubs, sports, playgrounds, etc.; there is a conspicuous need in Freetown for additional resources of this nature.

58. This therefore would give the Labour Department a staff of three officers, which in my opinion should be adequate; labour questions in Sierra Leone are already of importance and are likely to become much more so; I do not think therefore that the suggested staff could be reduced—indeed it may presently prove to be insufficient if further mining activities should develop. The foregoing proposal takes no account of arrangements for leave for which provision will have to be made.

59. The salary for the Chief Labour Officer should, in my opinion, be £1,200; this is the same figure as that recommended for the Gold Coast and £200 per annum less than that for Nigeria; it is also the original figure contemplated by the Sierra Leone Government for the present post of Labour Secretary. The position will be a most responsible one and the salary offered should be sufficient to secure the services of a good officer. The senior assistant might well be seconded from the administration for one or two tours; this would be a convenient arrangement, while in addition it would afford valuable experience for men who might later be in charge of areas where labour questions are of importance. Whether permanently appointed to the Labour Department or seconded to it for a period, his salary might be put at £800 per annum; the junior assistant might on the same footing receive £600 per annum.

60. The existing clerical staff consists of one clerk; with the increase of work foreshadowed two will certainly be required.

61. *Labour Legislation.*—The legislation relating to Labour in Sierra Leone includes the following Ordinances:—

Ordinance No. 30 of 1934 (Employers and Employed), amended by Ordinance No. 15 of 1936, No. 13 of 1938 and No. 13 of 1939;

Ordinance No. 23 of 1936, amended by Ordinance No. 16 of 1937, regulating the conditions of the employment of Africans at sea (coastal voyages);

Ordinance No. 19 of 1938, providing for the regulation of conditions in docks;

Ordinance No. 21 of 1939, regulating the position of trade unions (details will be found in the section “ Trade Unions ”);

Ordinance No. 35 of 1939, establishing compensation for injuries to workmen;

Ordinances Nos. 14 and 42 of 1939, regulating trade disputes;

and Ordinance No. 50 of 1932, which established the conditions restricting the use of forced labour, adopted by the International Labour Conference of 1930.

62. With reference to other International Conventions, effect to the Convention dealing with the Employment of Women during the Night has been given by Ordinances No. 30 of 1934 and No. 13 of 1938; Convention No. 5 (Minimum Age for Employment in Industry) is supplied by Ordinance No. 30 of 1934 and No. 13 of 1939; Nos. 6 (Night Work of Young Persons) and 7 (Minimum Age for Employment at Sea) both by Ordinance No. 30 of 1934; and No. 26 (Minimum Wage-Fixing Machinery) by Ordinances No. 30 of 1934 and No. 6 of 1938.

63. Of the aforementioned legislation, the most important is that cited as the Employers and Employed Ordinance with its

amendments. This Ordinance is in many ways unsatisfactory, the principal points to which objection may be taken being as follows:—

Section 3. Legalising an oral contract for as long as six months; the usual practice in Africa restricts this to one month.

Section 5. The details specified for contracts of service should be extended to include personal particulars of the parties to the contract, and particulars of any agreement as to housing or feeding.

Section 12 (1) (c). “ Withhold ” should be changed to “ fail to pay.”

Section 22 (2) (c). For foreign contracts the minimum age at which a person may be recruited should be raised from 14 to 18 years, and medical inspection should be required.

Section 69. “ Any employer who wilfully and cruelly maltreats any servant ” should be deleted as being covered by the ordinary criminal law.

Section 70. Desertion by a servant or carrier during a journey. Provision for imprisonment for one month should be deleted, or retained only in default of payment of fine.

In the Schedule:

Paragraphs 4 and 5 refer to “ recruiting ” but give no definition of the term.

Part III of the Schedule, referring to Labour Health Areas, exacts a very high standard from the employer. For instance, paragraph 32 requires him to maintain a hospital with “ an administrative block consisting of waiting room, dispensary, dressing room, store, operating theatre and medical practitioner’s office,” although there is no definition restricting these requirements to labour lines of a certain size or permanence. Other provisions confer wide powers upon the Governor and the Director of Medical and Sanitary Services, although as regards the latter there is a proviso at the end of paragraph 28 that “ any of the above conditions may be waived or made less burdensome in any particular case by writing under the hand of the Director of Medical and Sanitary Services subject to such conditions as he may impose.”

Part IV refers to carriers. Paragraph 40 limits the load to 65 lb.; I recommend the reduction of this figure to 50 lb.

64. Throughout the Employers and Employed Ordinance the only penal sanction referring to an employee is that in Section 70 which I have recommended for deletion; penal sanctions against employers are, however, numerous and include one of a fine of £100 or imprisonment with or without hard labour for six months for the breach of any rule relating to labour conditions

which may be made by the Governor in Council. This aspect of the Ordinance is dealt with in the section of the General Report entitled "Legislation."

65. With reference to the Ordinance regulating the employment of Africans at sea (coastal voyages), there is included a salutary provision in Section 5 establishing a penalty for extorting or accepting any gift in return for the obtaining of work for an applicant.

66. Complaints were made to me that conditions on ocean-going ships were often bad, in the case of African members of the crew; both accommodation and food were said to be frequently very poor. Inquiries suggested that there were some grounds for complaint, but since ships of various nationalities visit Freetown in normal times, the matter is not one with which it is easy to deal. There would appear to be a possibility of introducing legislation refusing to permit the shipping of crews on any vessel which did not allow previous inspection of the quarters and food provided for African seamen, with a view to ensuring that these reached a satisfactory standard. Evidence of subsequent failure to maintain this standard might justify a refusal to permit further shipment of African seamen on another visit.

67. The legislation for arbitration, trade unions, trade disputes and workmen's compensation is of such recent introduction that its provisions have not yet been tested in practice; it appears, however, likely to meet the requirements of local conditions.

SUMMARY OF RECOMMENDATIONS.

	<i>Paragraphs.</i>
Fund for the repatriation of destitutes from Freetown	17
Minimum wage in Freetown	18
Provision of first-aid outfits in labour camps	28
Conditions in alluvial mines	32
Abolition of house tax on mines	45
Labour staff	57-60
Employers and Employed legislation ...	63

APPENDIX I.

Revenue and expenditure :

<i>Year.</i>	<i>Revenue.</i>	<i>Expenditure.</i>
	£	£
1936	969,668	879,370 (a)
1937	1,025,709	919,266
1938	886,149	910,077
1939	1,095,296 (b)	1,240,304 (b)
1940	783,342 (c)	833,564 (c)

(a) Includes £208,277 transferred to Reserve Funds.

(b) Revised estimate.

(c) Estimated.

APPENDIX II.

Agricultural Summary : (Information extracted from the Annual Report of the Social and Economic Progress of the People of Sierra Leone for the year 1938).

Rice : No statistics exist of the annual production but it is estimated that in a normal year this amounts to approximately 175,000 tons of paddy. Only a small proportion of this quantity is exported.

Palm Kernels : 63,697 tons valued at £457,030 were exported during 1938. Kernels are not consumed locally.

Ginger : 2,705 tons valued at £60,679 were exported during 1938. Very little ginger is used locally.

Piassava : 3,791 tons valued at £40,365 were exported during 1938. Piassava is chiefly an export crop but is used locally on a small scale for the manufacture of fishing traps, etc.

Kola : 1,450 tons valued at £29,784 were exported during 1938. A great deal of the export goes to Nigeria. Kola is also grown for local consumption and probably as much is used locally as is exported.

Cocoa : 384 tons valued at £5,849 were exported during 1938. This crop is being developed.

Coffee : 38 tons valued at £792 were exported during 1938.

Forestry Summary :

In 1938 *imports* of timber amounted to 1,066,380 super. ft. valued at £15,625. The use of local products is being developed under the guidance of the Forestry Department (Annual Report on the Social and Economic Progress of the People of Sierra Leone for the year 1938).

Mining Summary : (Compiled from the Annual Report on the Social and Economic Progress of the People of Sierra Leone, 1938).

Production of minerals during the years 1936, 1937 and 1938 was as follows :

<i>Year.</i>	<i>Gold.</i>	<i>Platinum.</i>	<i>Diamonds.</i>	<i>Iron Ore.</i>	<i>Chromite.</i>
	<i>ozs.</i>	<i>ozs.</i>	<i>carats.</i>	<i>tons.</i>	<i>tons.</i>
1936	40,764	484	616,200	566,595	—
1937	39,151	308	913,401	633,985	729
1938	32,980	180	689,622	861,955	1,300
Total values :	1936 ... ..	...	...	...	£1,248,695
	1937 ... ..	...	...	...	£1,666,102
	1938 ... ..	...	...	...	£1,697,582

APPENDIX III.

PRINCIPAL OCCUPATIONS AND AVERAGE RATES OF WAGES.

<i>Occupation.</i>	<i>Average numbers of African labour employed in the whole occupation.</i>	<i>Authorised rates of pay in the selected occupations.</i>	<i>Average number of hours worked per week without overtime.</i>
<i>Government Employment</i>			
<i>Railway Engineering: ...</i>	762	—	—
Apprentices ...	—	£15 to £54 p.a.	Indoor staff : 45 hours.
Messengers ...	—	1s. 6d. to 2s. 3d. p.d.	
Artisans ...	—	2s. 6d. to 10s. p.d.	
Permanent Way Gangers.	—	1s. 9d. to 2s. 9d. p.d.	Outdoor staff : 50 hours.
Skilled Labourers	—	1s. 3d. to 1s. 9d. p.d.	
Unskilled Labourers	—	8d. to 1s. 3d. p.d.	
Telegraph Linemen	—	2s. to 5s. 6d. p.d.	
<i>Locomotive: ...</i>	411	—	
Locomotive Drivers	—	3s. 6d. to 8s. p.d.	Indoor staff : 45 hours.
Engine Cleaners ...	—	9d. to 2s. p.d.	
Storemen ...	—	2s. 9d. to 6s. 6d. p.d.	
Time-keepers ...	—	2s. 9d. to 6s. 6d. p.d.	Outdoor staff : 48 hours.
Painters ...	—	3s. 3d. to 6s. p.d.	
<i>Traffic: ...</i>	317	—	
Guards ...	—	£50 to £124 p.a.	
Telegraph Exchange Clerks	—	£42 to £132 p.a.	
Porters ...	—	8d. to 1s. 6d. p.d.	
Watchmen ...	—	8d. to 2s. p.d.	
Messengers (Office) ...	—	1s. 6d. to 2s. 3d.	
Messengers (Protectorate)	—	8d. to 1s. 3d. p.d.	
PUBLIC WORKS		<i>Average rate of pay.</i>	
DEPARTMENT.			
<i>Colony: ...</i>	2,856	—	—
Leading Artisans ...	—	8s. 8d. p.d.	44½ hours.
Carpenters ...	—	2s. to 6s. 6d. p.d.	
Apprentice Carpenters	—	£1 5s. to £2 10s. p.a.	
Masons ...	—	2s. to 5s. 6d. p.d.	
Blacksmiths and Fitters	—	2s. to 6s. p.d.	
Motor Mechanics ...	—	5s. p.d.	
Lorry Drivers ...	—	4s. 3d. to 4s. 9d. p.d.	
Painters ...	—	2s to 4s. p.d.	
Labourers ...	—	1s. to 1s. 3d. p.d.	
Watchmen ...	—	1s. to 1s. 6d. p.d.	
<i>Protectorate: ...</i>	2,554	—	—
Carpenters ...	—	1s. 3d. to 5s. p.d.	48 hours.
Blacksmiths ...	—	1s. to 4s. p.d.	
Painters ...	—	1s. to 1s. 9d. p.d.	
Messengers ...	—	1s. 1d. p.d.	
Labourers ...	—	8d. to 10d. p.d.	

APPENDIX III—*continued.*

<i>Occupation.</i>	<i>Average numbers of African labour employed in the whole occupation.</i>	<i>Authorised rates of pay in the selected occupations.</i>	<i>Average number of hours worked per week without overtime.</i>
AGRICULTURAL ...	445		
Carpenters ...	—	1s. 6d. to 3s. 6d. p.d.	} 48 hours.
Motor Drivers ...	—	1s. 9d. to 3s. 4d. p.d.	
Laboratory Boys ...	—	1s. 3d. to 1s. 9d. p.d.	
Office Messengers ...	—	2s. to 2s. 3d. p.d.	
Skilled Labourers ...	—	1s. to 1s. 3d. p.d.	
Labourers ...	—	8d. to 1s. p.d.	
POST OFFICE ...	92	—	—
Postmen ...	—	£41 to £61 p.a.	
Labourers ...	—	1s. 3d. to 1s. 6d. p.d.	
MEDICAL ...	370 (not including casual labour).	—	—
Dispensers ...	—	£96 to £200 p.a.	
Male Nurses ...	—	£45 to £87 p.a.	
Female Nurses ...	—	£40 to £123 p.a.	
Laboratory Assistant	—	£45 to £144 p.a.	
Sewing Maids	—	£48 p.a.	
Carpenter ...	—	4s. p.d.	
Motor Ambulance Driver	—	£75 p.a.	
Sanitary Inspectors	—	£50 to £250 p.a.	
MINES— <i>Sierra Leone Development Company.</i>			This Company supplies its employees with a daily issue of two cups of rice.
(<i>Iron Ore</i>) ...	1,700		
Headmen ...	—	1s. to 3s. p.d.	
Chief Driller...	—	1s. to 1s. 9d. p.d.	
Shotfirers ...	—	10d. to 1s. 9d. p.d.	
Labourers ...	—	10d. to 11d. p.d.	
Trammers ...	—	10d. to 11d. p.d.	
Blacksmiths ...	—	1s. 3d. to 3s. p.d.	
Carpenters ...	—	1s. to 5s. p.d.	
Artisans ...	—	1s. to 6s. 6d. p. d.	
Fitters ...	—	1s. to 6s. p.d.	
Telephone Operators	—	1s. to 4s. 6d. p.d.	
Locomotive Drivers	—	7s. to 8s. p.d.	
Train Guards ...	—	1s. to 1s. 6d. p.d.	
Crane Drivers ...	—	1s. 9d. to 2s. p.d.	
Lorry Drivers ...	—	1s. 9d. to 2s. 6d. p.d. and £5 10s. per mensem.	
Platelayers ...	—	1s. to 3s. 6d. p.d.	
Stores Clerks ...	—	2s. to 5s. and £10 8s. 4d. to £15 per mensem.	
Drawing Officers ...	—	10d. to 2s. p.d.	
Accounts Clerks ...	—	£8 6s. 8d. to £16 10s. p.m.	
Typists ...	—	£8 6s. 8d. to £10 p.m.	

APPENDIX III—continued.

<i>Occupation.</i>	<i>Average numbers of African labour employed in the whole occupation.</i>	<i>Authorised rates of pay in the selected occupations.</i>	<i>Average number of hours worked per week without overtime.</i>
<i>Gold Mines—</i>			
Labourers	8,000 (including all companies and individuals engaged in the industry).	6d. to 1s. 6d. p.d.	Figure for regular employees; "tributers" earn sums varying according to their winnings.
<i>Sierra Leone Selection Trust (Diamonds).</i>			
Labourers, Artisans, Clerks, etc.	1,567	6d. to 1s. (the great majority 6d. to 1s. 6d.) p.d.	
<i>Sierra Leone Gold-fields, Ltd. (Chromite).</i>			
Labourers	300	6d. to 1s. plus bonus for regular attendance.	

<i>Occupation.</i>	<i>Average daily rates of pay.</i>
<i>Seafarers and Waterfront Labour.*</i>	
Headmen	4s.
Second Headmen	3s. 3d.
Launch Drivers and Coxswains	3s. 2d.
Laundrymen	2s. 9d.
Passenger Cooks	3s.
Crew Cooks	2s. 3d.
Gangwaymen	2s. 3d.
Winchmen	2s. 3d.
Greasers	5s.
Trimmers	4s. 6d.
Wipers	4s. 6d.
Head Stokers	6s.
Tally Clerks	4s.
Carpenters	3s. 6d.
Deck Hands	2s. to 2s. 3d.
Lightermen	1s. 4d. to 1s. 8d.
Chief Engineers	4s.
Second Engineers	3s. 6d.
Boiler Cleaners	2s.
Firemen	3s. to 5s.

* The figures of average rates of pay have been compiled from statements of seamen's organisations, in the absence of any officially published information.

APPENDIX IV.

EMPLOYMENT OF GOVERNMENT CLERKS IN SIERRA LEONE.

<i>Salary Scales :</i>	Chief Clerks	} £264 x 12—£372.
	Principal Clerks	
	First Grade Clerks	£210 x 10—£250.
	Second Grade Clerks	£160 x 10—£200.
	Third Grade Clerks	£45 x 9—£144.

Total Number of Clerks in Government Service : ... 495.*

Approximate Aggregate of Salaries : £60,073* per annum.

Average Salary per Clerk (all Grades) : £121.

Details of Distribution among Departments :

<i>Department.</i>	<i>Chief and Principal Clerks.</i>	<i>1st Grade Clerks.</i>	<i>2nd Grade Clerks.</i>	<i>3rd Grade Clerks.</i>	<i>Other Grades.</i>	<i>Total.</i>
Governor ...	—	—	—	2	—	2
Agriculture ...	—	1	1	15	—	17
Audit ...	1	2	3	5	—	11
Customs ...	5	—	—	—	—	5
Education ...	1	—	1	9	—	11
Forestry ...	—	—	1	3	—	4
Judicial ...	1	1	2	7	—	11
Law Officers ...	—	1	1	3	—	5
Medical ...	1	—	2	16	—	19
Meteorological Service	—	—	—	1	—	1
Mines ...	—	—	1	1	—	2
Port and Marine ...	—	—	—	2	—	2
Post Office ...	2	7	6	39	4 ^(a)	58
Printing ...	—	—	1	4	—	5
Prisons ...	—	—	—	1	—	1
Provincial Administration	—	6	13	30	—	49
Public Works ...	1	5	7	28	—	41
Secretariat and Legislature.	1	2	5	18	—	26
Survey and Lands ...	—	—	—	4	—	4
Telephone Service ...	—	—	—	—	7 ^(b)	7
Treasury ...	1	4	5	19	—	29
Trypanosomiasis Service	—	—	—	1	—	1
Railway ...	3	6	13	32	130 ^(c)	184
Totals :	17	35	62	240	141	495

NOTES :

* Does not include clerks employed with the Sierra Leone Battalion of the Royal West African Frontier Force of whom no particulars are at present published.

(a) 4 Clerical Assistants.

(b) 7 Telephone Exchange Clerks.

(c) 12 First Class Station Clerks, 64 Second Class Station Clerks, 10 Learner Station Clerks, 3 Senior Telegraph Clerks, 11 First Class Telegraph Clerks and 30 Apprentice Station Clerks.

THE GAMBIA.

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THE GAMBIA.

Introductory.—The Colony and Protectorate of the Gambia has the peculiarity of being confined entirely to the banks of the river, consisting as it does of a strip of land 10 km. wide along each bank for a distance of nearly 300 miles. Ocean-going steamers can ascend the river for 150 miles and lighter vessels can go as far as 292 miles. The area is 4,068 square miles and the population approximately 206,000 (latest estimate: the 1931 census gave 199,520). This peculiar boundary was settled in accordance with political considerations many years ago. The full utilisation of the waterway was thus hampered by international rivalry, and the British Colony of the Gambia has never played its natural part in carrying exports from the hinterland. The rise of the groundnut trade introduced some measure of prosperity, although the development of communications in French territory has adversely affected the quantity of this product brought across the boundary. The country is thus almost entirely dependent on this one crop, and formerly imported large quantities of rice to enable the maximum of groundnuts to be grown. More recent policy has encouraged the production of food crops, and in consequence the former seasonal dearth of supplies has largely been eliminated, since the peasant can now supply himself from his own garden instead of having to lay in a store of imported rice when he had sold his groundnuts. The quantity of exports has fallen seriously of late years owing to various reasons, so that the population may be described as having less money but more food.

2. This somewhat peculiar economy is mainly responsible for the circumstances of employment throughout the Colony. Up-river the limited population augments its capacity by the employment of immigrants, locally known as "strange farmers," who come from French territory to work during the groundnut season. In Bathurst employment is still more markedly affected since there is a large amount of work during the months when the groundnut crop is being shipped, employment at other times of the year being scarce. This entails an influx of labour from up the river and from French territory, increasing the population of Bathurst by several thousands during the busy months. It has been found possible to regulate this flow of labour to some extent, and the migrant worker has not presented any great problem hitherto; but difficulty might obviously arise from these circumstances and the matter should continue to receive careful attention.

3. In addition to the above classes there is the urban population of Bathurst, too numerous to be fully employed; openings for this class are at present limited, and a certain measure of chronic unemployment therefore exists.

4. Gambia suffers from lack of communication with its neighbours and with Europe, a disadvantage which has been emphasised since the outbreak of war; aerial communication would be a great boon to the country.

5. The size of the Dependency and its limited financial resources handicap development and many improvements are barred owing to lack of the necessary specialists; duties and functions have to be combined, and any casualties in personnel may lead to serious inconvenience and interruption of plans.

6. *Urban Conditions.*—The town of Bathurst enjoys the great advantage of having been well laid out in a far-sighted manner over 100 years ago. Streets are wide and straight, overcrowding has been kept in check and true slum conditions do not exist. Against this the ground is low-lying, and therefore swampy in wet weather. Reclamation has been steadily carried on, but the waterlogged condition of much of the sub-soil presents many problems of drainage, sanitation and mosquito control. A visit to the poorer quarter of the town failed to reveal any serious cases of overcrowding, and the houses, although frequently of cheap and non-durable materials, were mostly weatherproof and habitable; the town was neat and clean, flies and offensive odours being rare. The local mode of construction often takes the form of a woven bamboo foundation covered with lime plaster made of burnt shell, the roof being of thatch or corrugated iron carried on palm supports; the result is neat and attractive, although such buildings naturally cannot be expected to have a long life.

7. Bathurst market is well supplied with a variety of fruit and vegetables, fish being also easily procurable; prices are moderate, and a modest sum of money, wisely expended, will provide quite a satisfactory diet. Adequate food for one adult costs between 7d. and 8d. a day. This figure may be appreciably affected by the cost of imported rice, which is the staple food. The situation is, however, improving with the extension of rice-growing and the production of other food crops in the country; this should tend to lower the cost of provisions in Bathurst and to retain at home the money now sent out of the country for the purchase of imports.

8. While many improvements have been carried out within the last few years, much still remains to be done before the situation can be considered satisfactory. Rents are high and figure as a formidable item in the cost of living. The introduction of a municipal housing scheme from which a full economic return was not demanded for the cheaper accommodation, would do much to improve the lot of the poorer inhabitants. A further improvement would be the erection of quarters for labourers only intending to remain living under bachelor conditions for a short time. In this connection enquiry might well be made to ascertain the possibilities of tile-making; good pottery is already made in the country, so that an alternative to the universal corrugated iron might prove possible.

9. Permanent Government employees are few in number. At present they rent their own houses and the provision of Government quarters was advocated by certain people. The peculiar system of maintaining numerous dependents, common in West Africa, is conspicuous in Bathurst, so that requirements in the matter of accommodation may vary considerably. I am therefore of the opinion that the need will best be met by a municipal housing scheme on the lines suggested above, thus providing varying degrees of accommodation at reasonable rates. Government employees outside Bathurst, such as road upkeep gangs, are mostly drawn from the local inhabitants who live in their own homes in the nearby villages and are therefore not in need of housing. In cases where skilled or semi-skilled labourers are taken up-country from their homes in Bathurst, I consider that arrangements for housing should be made. Some building is in progress at Cape St. Mary, about 8 miles from Bathurst, and the artisans employed in this were formerly conveyed to and fro by motor; owing to petrol restrictions this concession has had to be withdrawn and complaints were made of the transport difficulties entailed; possibly the grant of a small allowance for the upkeep of a bicycle might improve the position.

10. *Wages and Cost of Living.*—As already mentioned, an adequate day's food can be purchased for 7d. to 8d. normally, although this implies judicious marketing. In this connection a very useful little cookery book has been prepared by the Medical Department which includes some simple notes on the values of various foodstuffs with hints on the best method of cooking and some attractive recipes.

11. For the unskilled labourers therefore food costs about 20s. monthly, to which must be added 4s. for the rent of a room; if married, his wife probably earns a little by petty trading or other part-time occupation. The absolute minimum wage should therefore be about 30s., entailing a rate of rather more than 1s. a working day. The rate of 9d. a day which is occasionally to be found at present is clearly inadequate. The rate suggested above should be applicable only to unskilled labourers; the Minimum Wage Ordinance would enable rates to be fixed if this cannot be done by negotiation.

12. As already stated, wages in Bathurst are in the case of the monthly earnings of the unskilled labourer often insufficient. Piece work is frequently resorted to and where fairly rated allows of the earning of quite a good figure. Unfortunately supervision, particularly in the wharves up-river, is difficult, and dishonest accounting in assessing payments due is liable to arise. This question has been taken up by the Labour Officer who has discussed the matter with the principals of the firms concerned in Bathurst with a view to tightening up control and reducing the possibility of fraud. Complaints were also made about the system of calculating the value of piece work in connection with

skilled labour employed by the Public Works Department, although on enquiry it appeared that a well-defined scale existed. With a view to obviating misunderstandings and enabling employees to ascertain exactly how much they may expect to be paid for a particular job, I recommend that rates obtaining should be displayed in the workshops, any alterations being arrived at by discussion between the officials of the Department and the workers, with the help of the Labour Officer.

13. There is furthermore the question of men engaged for the voyage of a ship up-river and back, to load groundnuts; it is customary to engage and discharge all such labour at Bathurst. Unskilled labourers are provided with food for the trip, but such skilled workers as may be required must apparently travel to the place of employment without pay or food. I recommend that such men should receive rations and half-pay for days when they may be on board but unemployed.

14. Labour up-country is in an advantageous position compared with that in Bathurst, since food is considerably cheaper and rent does not have to be taken into consideration.

15. In the case of labour in Government employment for such purposes as road-making or portage, there appears to be a danger that in some cases wages may be paid in a lump sum to the chief instead of to each man individually. I recommend that steps should be taken to ensure that this does not occur.

16. *Unemployment.*—Wage-earning in the Gambia is very largely seasonal, while in addition employment on the waterfront at Bathurst or the up-river wharves depends entirely upon the number of ships arriving to be loaded or unloaded; there is thus inevitably a considerable amount of intermittent unemployment. This, however, does not appear to be very serious in itself since the labourers concerned mostly remain only for a short time until they have accumulated a certain sum of money, after which they return up-country to their farms; they represent in fact the typical peasant proprietor augmenting his resources by a short spell of wage-earning.

17. Consideration must now be given to the appreciable number of unemployed living in Bathurst; these are people of varying degrees of education with a higher standard of living than the immigrant labourers from the Protectorate. Such men frequently aim at the coveted position of clerk, but they also include a number of trained or potential artisans. There is at present little possibility for young men of this type to obtain training as craftsmen; the technical school formerly maintained by the Public Works Department had to be closed for lack of funds and qualified teachers, various persons therefore made complaints of competition by men from the neighbouring French and Portuguese Colonies who had had better facilities for training. The old system of apprenticeship whereby a boy learnt a trade from an elder relative is said to have broken down and

the number of craftsmen is thus dwindling. The reopening of the technical school seems very desirable when funds admit of it; alternatively assistance might be given to promising scholars to enable them to attend the excellent institution at Takoradi in the Gold Coast, where a qualification would ensure a satisfactory prospect for them on their return home. Two Government scholarships to the Public Works Department training establishment in Nigeria already exist.

18. Another promising opening exists in the shape of market-gardening. The newcomer to Bathurst can hardly fail to be impressed by its attractive gardens. The interest of the inhabitants in the culture of fruit and vegetables is being stimulated by means of regional agricultural shows; a visit to one of these disclosed a surprising variety of produce. Instruction on these lines is also provided by the gardens attached to the schools. There seems to be no doubt that market-gardening would prove successful, the produce being sold not only locally but also to Gambia's less fortunate neighbours who normally import large quantities of fruit and vegetables from the Canary Islands and elsewhere. There is, furthermore, an opening for a trade in the luxury fruits, such as mangoes, avocados, paw-paws, etc., for the English market were transport available. The geographical position of the Gambia is very favourable for such a trade while the high price obtainable for these fruits would admit of the necessary care being expended on sorting and packing.

19. An appreciable difficulty in initiating such a development appears to be the lack of any security of tenure in the Protectorate. Land is at the disposal of the local chief on conditions that render the holder's title most precarious. Some simple system for leasing suitable plots for a definite period should not be difficult to devise.

20. Additional encouragement might be offered by the creation of a co-operative society with some assistance from Government to help members to set themselves up with the necessary tools, appliances, seeds, etc., and to arrange for the marketing of their produce. The co-operative system also appears promising in connection with another activity—that of extending the local fisheries. At present these are confined to the securing by primitive means of a supply of fish for sale in Bathurst; there appears to be no reason why the trade should not be extended to the provision of cured fish for marketing up the river. This would have the additional advantage of adding a valuable item to the dietary of the people of the Protectorate. Expensive equipment such as trawlers is not under consideration; the question is rather the facilitating of the provision of nets and possibly the temporary employment of fishermen from the neighbouring Colonies to teach the use of such appliances, since they appear to be little understood in the Gambia. A further possible opening might be charcoal-burning for which purpose there is a good supply of fuel available within reach of Bathurst.

21. Such opportunities should afford some outlet for the occupation of the numbers at present without employment in the capital, while adding materially to the resources of the Colony. The Government of the Gambia has been aware of these possibilities but lack of funds has hitherto precluded the introduction of schemes for development.

22. *Trade Unions.*—Ordinance No. 29 of 1932 provided for the formation of trade unions, while an amending Ordinance No. 5 of 1940 granted protection against torts and regulated peaceful picketing. Three trade unions have been registered but their activities are still on a limited scale and a considerable amount of organisation will be necessary before they can be regarded as efficient. Their relations with the Labour Officer are cordial and the movement may be expected to progress satisfactorily.

23. *Labour Staff.*—A Labour Advisory Board was set up in 1938. It is composed of official and non-official members and has advisory functions only; it appears to have served its purpose satisfactorily. Unfortunately it is handicapped by the very limited number of officials available for service on it; consequently I understand that its composition is being reviewed.

24. In December, 1938, the Advisory Board recommended the appointment of a Labour Officer; this was subsequently put into effect by the selection of an officer seconded from the Marine Department. Having the advantage of considerable local experience, he has been successful in securing the confidence both of the employers and the labourers. After examining the position I have come to the conclusion that there is justification for a full-time labour appointment only during the groundnut season; at other times the Labour Officer's services might well be utilised in some additional capacity, provided always that he maintains contact with the position of the labour market, especially with regard to any possible increase in unemployment. Seeing that the Gambia at the height of the busy season employs less than 7,000 wage-earners and less than 1,000 during the slack season, the maintenance of a whole-time appointment would not be justified. The post, however, entails a considerable amount of arduous work during the busy season and some expenditure on travelling. I therefore recommend the appointment of a seconded officer for the busy season and I suggest that while acting as Labour Officer he should receive the same salary as that of his substantive post, but debited against a special head of expenditure, an equivalent saving being thus effected in his own Department. In addition to this I recommend an allowance during the period of his full-time employment. I also recommend the full-time employment of a clerk to prepare statistics and collect information. This would provide the necessary continuity in records and would also make possible a labour exchange to keep a record of those seeking work and the positions available.

25. *Legislation.*—The Gambia may be considered to be up to date in legislation affecting labour matters with certain exceptions. Legislation dealing with the regulation and registration of trade unions, providing for arbitration in trade disputes, prohibiting the employment of women during the night, fixing a minimum age for the employment of children in industry and at sea, and providing for minimum wage-fixing machinery, has been enacted during the last eight years. An ordinance to provide for workmen's compensation has been drafted and has a favourable prospect of becoming law at an early date. (This has been enacted as Ordinance No. 18 of 1940.) The question of prohibiting the employment of children under a minimum age in other forms of employment is now receiving consideration.

26. Provision is made under the Regulation of Docks Ordinance, 1937, for the introduction of rules governing conditions of work, and the Wharves (Safety of Workers) Regulations made in 1938 are modelled upon the United Kingdom Docks Regulations, 1934. I would recommend that consideration be given to the restriction of continuous spells of work to five hours, and to the restriction of the load to be carried by an individual to 114 lb., as recommended by the Advisory Board.

27. An exceedingly comprehensive draft ordinance to provide for the safeguarding of machinery has been considered, but it is held up for the duration of the war on account of the very large amount of printing involved in the essential publication of this body of legislation in the Gazette.

SUMMARY OF RECOMMENDATIONS.

	<i>Paragraphs.</i>
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Food and pay of men taken up-river to load groundnuts	13
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APPENDIX I.

Year.	Revenue and Expenditure.	
	Revenue.	Expenditure.
	£	£
1936	261,004	259,000
1937	286,104	343,323
1938	166,794	263,199
1939	136,146 (a)	218,776 (a)
1940	131,000 (a)	204,174 (a)

(a) Estimated.

Annual deficits met by appropriation from Reserve.

APPENDIX II.

Agricultural summary :

The Gambia is almost entirely dependent upon groundnut cultivation which forms the staple export crop. The tonnage and value of groundnuts exported from the Colony during 1938 and the four previous years were as follows :—

Year.	Tons (decorticated and undecorticated).	Value.
		£
1934	71,919	387,345
1935	45,110	368,887
1936	49,654	427,317
1937	67,084	653,589
1938	46,981	246,691

Other exports during 1938 :—

Palm kernels	681 tons, value £1,698.
Skins	824 cwt., value £1,845.
Hides	12,973 lb., value £4,535.
Beeswax	49,331 lb., value £262.

It is estimated that there are usually about 35,000 head of cattle in the Colony and Protectorate.

APPENDIX III.

Rates of Pay prevailing in Chief Occupations.

Accountants	£8 to £30 per mensem.
Bakers	£1 to £4 per mensem.
Blacksmiths	1s. to 8s. per diem.
Bookkeepers	£7 to £22 per mensem.
Carpenters	3s. to 5s. per diem.
Cashiers	£8 to £28 per mensem.
Clerks	£2 to £25 per mensem.
Cooks	25s. to £4 per mensem.
Domestic Servants	20s. to 40s. per mensem.
Drivers (Motor and Engine)	32s. to £3 per mensem.
Engineers	£4 to £9 per mensem.
Gardeners	24s. to 35s. per mensem.
Labourers	9d. to 1s. 6d. per diem.
Labourers (Headmen)	£2 to £6 per mensem.
Mechanics	£3 to £6 per mensem.
Messengers	24s. to £4 per mensem.
Painters	2s. 6d. to 5s. per diem.
Sailors	£1 to £2 per mensem.
Shop Assistants	1s. 6d. per diem.
Tailors	1s. per diem.
Typists	£5 to £10 per mensem.

APPENDIX III.—*continued.*

<i>Occupation.</i>					<i>Average daily rates of pay.</i>
<i>Seafarers and Waterfront Labour.*</i>					
Headmen ... ..	...	...	...	...	4s.
Second Headmen ... ..	...	...	...	...	3s. 3d.
Launch Drivers and Coxswains ... ..	...	...	...	...	3s. 2d.
Laundrymen ... ..	...	...	...	...	2s. 9d.
Passenger Cooks ... ..	...	...	...	...	3s.
Crew Cooks ... ..	...	...	...	...	2s. 3d.
Gangwaymen... ..	...	...	...	...	2s. 3d.
Winchmen ... ..	...	...	...	...	2s. 3d.
Greasers ... ..	...	...	...	...	5s.
Trimmers ... ..	...	...	...	...	4s. 6d.
Wipers ... ..	...	...	...	...	4s. 6d.
Head Stokers... ..	...	...	...	...	6s.
Tally Clerks ... ..	...	...	...	...	4s.
Carpenters ... ..	...	...	...	...	3s. 6d.
Deck Hands ... ..	...	...	...	...	2s. to 2s. 3d.
Lightermen ... ..	...	...	...	...	1s. 4d. to 1s. 8d.
Chief Engineers ... ..	...	...	...	...	4s.
Second Engineers ... ..	...	...	...	...	3s. 6d.
Boiler Cleaners ... ..	...	...	...	...	2s.
Firemen ... ..	...	...	...	...	3s. to 5s.

* The figures of average rates of pay have been compiled from statements of seamen's organisations, in the absence of any officially published information.

APPENDIX IV.

CLERICAL APPOINTMENTS IN GOVERNMENT SERVICE AS AT
2ND JANUARY, 1940.

<i>Salary scales :</i> First Grade ... ..	...	...	£260 x £10—£360.
Second Grade ... ..	...	...	£160 x £10—£230.
Third Grade	£50 x £8—£82 ;	£100 x £9—£136.	
Probationer	£36.		

Total number of Clerks in Government Service : 118.

Total of salaries : £15,731 per annum.

Average salary (all grades) : £133.

Distribution amongst Departments :

<i>Department.</i>	<i>1st.</i>	<i>2nd</i>	<i>3rd</i>	<i>Proba-</i>	<i>Total.</i>
	<i>Grade.</i>	<i>Grade.</i>	<i>Grade.</i>	<i>tioners.</i>	
Receiver General's	2(a)	4	32	5	43
Marine	—	3	14	1	18
Public Works	2(b)	1	11	2	16
Secretariat	1	3	4	—	8
Audit	—	1	5	—	6
Medical and Health Services	—	1	4	1	6
Judicial and Legal	—	1	3(c)	1	5
Provincial Administration	—	1	3	1	5
Legal	—	1	2	—	3
Land and Survey	1	—	1	—	2
Governor's Office	—	—	1	—	1
Agricultural	—	—	1	—	1
Education	—	—	1	—	1
Meteorological	—	—	—	1	1
Police	—	1	—	—	1
Royal West African Frontier Force	—	—	1	—	1
<i>Totals</i>	6	17	83	12	118

(a) 1 Postmaster and 1 Accounting Assistant.

(b) Includes 1 Accounting Assistant.

(c) Includes the Bathurst Beadle and Sheriff's Bailiff.

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