



## MEMORANDUM

showing the Progress and Development in the  
Colonial Empire and in the Machinery for dealing  
with Colonial Questions from November, 1924,  
to November, 1928.

*Presented by the Secretary of State for the Colonies  
to Parliament by Command of His Majesty  
January, 1929*

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## FOREWORD.

The British Colonial Empire, comprising the whole of the territories under the control of the Colonial Office, with an area of 2,000,000 square miles, a population of some 50,000,000, and a rapidly expanding trade of over £500,000,000 a year, constitutes a by no means negligible element in the wider framework of the British Commonwealth. In spite of the immense diversity of the conditions in the various Colonies, Protectorates, and Mandated Territories, which allows of no uniformity of administrative or political organization, it still possesses a certain unity derived from an underlying common basis of administrative thought and method, and even more from the nature of the problems which everywhere insistently confront its Governments: problems of transport, of scientific agriculture in all its branches, of human and animal health, of education. On all these questions there is a new outlook, a keener recognition of their intrinsic importance, which are destined to create a new era in Colonial development. The object of the present survey is to give some idea of what has been done during the last four years in paving the way towards that new era by the improvement of the mechanism of administration and control, as well as by the actual work of development in the various territories.

L. S. AMERY.

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## MEMORANDUM

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### PART I.—GENERAL.

#### Colonial Office Re-organization.

**T**HE most important event in the domestic history of the Colonial Office in recent years has been the separation of business connected with the self-governing Dominions from the organization for the control and supervision of the affairs of the non-self-governing Colonies, Protectorates, and Mandated Territories. In July, 1925, a new Secretaryship of State for Dominion Affairs was created, and as a result, the Dominions Office was set up to take over from the Colonial Office, business connected with the self-governing Dominions, the self-governing Colony of Southern Rhodesia, and the South African High Commission Territories (Basutoland, Bechuanaland Protectorate, and Swaziland); including also business relating to the Imperial Conference.

The Colonial Office continues to deal with the administrative work of the Colonies, Protectorates, and Mandated Territories, other than those for which the Dominions Office is responsible. Up till 1928, it contained seven Geographical Departments, the West Indian, Far Eastern, Ceylon and Mauritius, East African, Tanganyika and Somaliland, Nigeria, and Gold Coast and Mediterranean, dealing with the affairs of various groups of Dependencies; a Middle Eastern Division, which was established in March, 1921, to conduct business relating to Iraq, Palestine, Aden and Arab areas under British influence; and a General Department, concerned with the correspondence of a general and miscellaneous character, including questions relating to the establishment of the Colonial Office, the Dominions Office, the Office of the Crown Agents for the Colonies, and other subsidiary Departments.

A further measure of re-organization was effected as a result of a Committee appointed in 1927 by the Secretary of State, with the Permanent Under-Secretary of State as Chairman, to advise him as to any changes which were needed in the organization of the Colonial Office to enable it to undertake more effectively the increased burden of work which it was now experiencing in connection with the economic development of the Dependencies, and the need for a continuous application of scientific knowledge to the

various problems connected with that development, for instance, in the direction of medical, agricultural, educational, and other Services. Some twelve months later, the Committee were able to submit a Report, as a result of which certain modifications have been introduced into the organization of the Department, of which the principal are as follows :—

The branch of the Office which had dealt with affairs of general interest and concern to all or the majority of the Dependencies ("The General Department") has been considerably enlarged in order to enable it to deal more effectively with those scientific subjects in particular which require to be treated as single Empire-wide problems with particular local aspects according to the geographical area concerned. Moreover, the enlargement of this General Division in the Office will, it is hoped, facilitate the supply of information and advice by the Colonial Office to other Government Departments and public institutions on many scientific and administrative matters of which it has experience in the tropical field.

At the same time, the Committee did not recommend, nor is it contemplated, that there should be any disturbance of the main system of division of the work in the Office, namely on the basis of geographical areas, though one or two adjustments in the grouping of the Colonies as between the several geographical Departments of the Office have been effected, viz., the four West African Colonies have now been grouped together in a single West African Department, and the work connected with the Mediterranean Colonies has been transferred to the care of the Middle Eastern Division.

To ensure economy of the administrative staff, there have also been set up two sections of clerical staff, which will assume a large measure of responsibility for dealing with and disposing of the work and correspondence arising out of the employment and service conditions of officers in the Colonial Services, e.g., leave arrangements, pay, pensions, etc.

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A further important innovation was the appointment of a *Chief Medical Adviser to the Secretary of State for the Colonies*. In 1925, the Secretary of State considered that the time had come when it was essential to supplement the existing machinery of the Colonial Office for dealing with medical and sanitary matters, and, after consultation with various eminent experts, he decided to ask the Treasury to agree to the appointment of a Chief Medical Adviser. In 1926, the Treasury sanctioned this appointment for a period not exceeding three years from the 1st of April, 1926. Dr. A. T. Stanton, formerly Director of Government Laboratories in the Federated Malay States, was appointed to the post, and he took up his duties on the 1st August, 1926.

The duties attaching to the post are more particularly as follows :—

(1) To advise the Secretary of State generally on all medical and sanitary matters in the Colonies and Protectorates, etc., and for this purpose to have access to all necessary departmental documents :

(2) With a view to the improvement of sanitation in the Tropical Dependencies, to ensure, so far as is possible, continuity of policy, co-ordination of action between different administrations, and the introduction of new ideas in the work of the Colonial Medical Services :

(3) To maintain a personal liaison and co-operation with other Government Departments and other bodies in relation to health work in the Colonies, and to keep in touch with the medical schools in the United Kingdom :

(4) To preside over the Colonial Advisory Medical and Sanitary Committee :

(5) To advise the Secretary of State on all questions relating to the personnel of the Colonial Medical Services :

(6) To assist in the interviewing of candidates for appointment as Medical Officers in the Colonies, and to be a member of the sub-committee on Colonial Medical appointments :

(7) To advise on all changes in the regulations and conditions of employment of Colonial Medical Officers.

The post of *Economic and Financial Adviser to the Secretary of State for the Colonies* was created in 1927. It is of a temporary character, terminable at any time at six months' notice. The appointment took effect from the 1st of October, 1927, when Sir George Schuster, K.C.M.G., C.B.E., M.C., formerly Financial Secretary to the Government of the Sudan, was selected for the post.

The duties of the post comprise the tendering of advice on any subjects with an economic or a financial bearing. While the officer's position is purely advisory, he is expected to be of service to the Secretary of State by assisting at or undertaking interviews, or by partaking in negotiations on specific matters. His services are also available for the Crown Agents for the Colonies.

### **Imperial Conference, 1926.**

At the last Imperial Conference, which was held during October and November, 1926, the Colonies, Protectorates, and Mandated Territories were represented by Mr. Amery in his capacity as Secretary of State for the Colonies. At one of the earliest meetings, Mr. Amery made a statement to the Conference in which he reviewed the developments in the Colonies, Protectorates, and

Mandated Territories since 1923. He emphasized the interest and the economic importance to the rest of the Empire of the Colonial Empire, ranging from small self-governing communities like the Island of Malta to the vast possessions in Tropical Africa. The total trade of the Dependencies for whose affairs the Colonial Office was responsible had expanded enormously in recent years, and in 1926 had reached a total of £500,000,000. Mr. Amery laid stress on the importance for the future to the rest of the Empire of the adequate development of these great areas, over 2,000,000 square miles in extent, lying mainly in the Tropics, and on the fact that production in the Tropics was complementary to the industrial production of the temperate zones. He explained that development had been retarded owing to the lack of transport facilities and to under-population.

The Secretary of State then turned to recent developments in the various groups of Dependencies. In particular he dwelt on the great expansion which had recently taken place in the trade of both East and West Africa and on the recent decision of His Majesty's Government in Great Britain to guarantee a loan of £10,000,000 for increasing transport facilities in East Africa.

Many of the subjects considered by the Conference were of great interest to the non-self-governing Dependencies as a whole, and of these the following may be mentioned: Imperial Communications, Civil Air Development, Research, Forestry, and a number of general economic questions, such as the exhibition within the Empire of Empire Films and the work of the Imperial Shipping Committee and the Imperial Economic Committee.

Various other questions which came before the Conference relating to the work of the Permanent Mandates Commission of the League of Nations, to the Anglo-French Condominium in the New Hebrides, and to British Policy in the Antarctic were also of interest to certain individual Dependencies.

Copies of the Summary of Proceedings of the Conference (Cmd. 2768) and of the Appendices thereto (Cmd. 2769) were sent to all Colonial Governments, and steps have been taken to ensure that where necessary the appropriate action has been taken in the Colonies, Protectorates, etc., to give effect to the various resolutions and recommendations of the Conference.

### **Colonial Office Conference.**

One of the most outstanding events in connection with the progress of the Colonial Empire was the meeting of the first Colonial Office Conference, which was held in London from the 10th to the 31st of May, 1927. Twenty-six Governments were represented, and the general exchange of views on problems of common interest was found to be most valuable and stimulating, both to the Colonial Office and to the Oversea Governments repre-



sented. The Agenda, which were of a comprehensive and varied nature, contained, among others, the following subjects:—

- (1) General conditions of service of officers in the Colonial Services;
- (2) Recruitment and training of Colonial Civil Servants;
- (3) Relation of Administrative to Technical Services;
- (4) Co-operation and exchange of information;
- (5) The procedure and conduct of business in Colonial Legislatures;
- (6) Colonial Trade Agencies in London;
- (7) Participation of Colonies in Imperial and International Exhibitions;
- (8) Civil air development in the Colonies;
- (9) Developments in mechanical transport;
- (10) Wireless communications and broadcasting;
- (11) Cinematograph films;

as well as many questions relating to the development of Agriculture, Forestry, Education, and the improvement of Medical and Public Health Services in the Oversea Dependencies.

The holding of this Conference, which was admittedly experimental in character, was considered to be so amply justified that similar Conferences will be held regularly and, if possible, every three years in the future.

A full Summary of the Proceedings of the Conference was presented to Parliament as Cmd. 2883 and was followed by a volume of Appendices, Cmd. 2884.

#### **Proposed Colonial Agricultural Service, etc.**

Probably the most important and far-reaching recommendation of the Conference was that which led to the appointment of a Committee, under the Chairmanship of Lord Lovat, Parliamentary Under-Secretary of State for Dominion Affairs, to enquire into the organization of a Colonial Agricultural Scientific and Research Service. The Report of this Committee was published and presented to Parliament in March, 1928 (Cmd. 3049). It had at first been contemplated that the proposed unified Service should be composed of Agricultural Research Officers only, but this limitation was eventually set aside, as the Committee were convinced from the evidence which they received that any scheme for a unified Service which excluded Agricultural Administrative Officers entirely would be open to certain grave objections.

The Committee therefore produced a comprehensive scheme for the creation of a unified Colonial Agricultural Service, to be divided into two wings, one "Specialist" (i.e., research) and the other "Agricultural" (i.e., administrative). They also made very important proposals for the establishment of a central headquarters organization in London. This organization would include the

setting up of a Colonial Advisory Council of Agriculture and Animal Health, which would ensure the necessary co-operation between the Agricultural and Veterinary Services and Sciences and obviate duplication of work and effort.

### **Proposed Agricultural Adviser.**

The Committee also recommended the appointment of a Chief Agricultural Adviser to the Secretary of State, with an Assistant Adviser and subordinate staff. The Adviser was to be a member of the Headquarters Council referred to above, the functions of which would be to advise on the following matters:—

(a) The supply and training of specialist and agricultural officers for the Colonial Agricultural Services, in conjunction with the recruiting authorities of the Colonial Office;

(b) The establishment of Central Research Stations and general guidance of their work;

(c) The efficiency and general well-being of the unified Colonial Agricultural Service, including such advice upon the Agricultural Services as the Secretary of State or Colonial Governments may desire;

(d) The collection, collation, and distribution of scientific and agricultural information in fields not covered by other agencies;

(e) Main research policy in the Colonial Empire;

(f) The representation and collaboration of the Colonial Empire as a unit in Imperial schemes of research and in Imperial Bureaux and Correspondence Centres; and

(g) The general progress of agriculture and food-production in the Colonial Empire.

The Secretary of State has approved the Committee's recommendations in principle and is now in communication with those Colonial Governments to whom the progress and development of agriculture is of primary importance, with a view to ascertaining whether they will be prepared to support the scheme, and, if so, to agree to defray their share of its cost by means of an annual levy amounting to one four-hundredth of the revenues of the territories.

Although no final decision can yet be taken regarding the establishment of the unified Service, steps are already being taken to initiate the proposed headquarters organization. Mr. F. A. Stockdale, Director of Agriculture in Ceylon, has been selected for the post of Assistant Agricultural Adviser, and he will assume duty on the 1st March, 1929.

### **Oversea Visits of Ministers and Officials of the Colonial Office.**

The years 1924-28 have been marked by a steady development of the policy now established in the Colonial Office of bringing Ministers and members of the permanent staff into closer touch

with oversea Governments by means of frequent visits to the Colonies, Protectorates, etc. Occasionally such visits have been necessitated by the appointment of a Commission of Enquiry, as in the case of the visit to the British East African Dependencies in 1924-25. Others have had the object simply of enabling Ministers and officials to obtain first-hand knowledge of the more important problems of particular Colonies or groups of Colonies.

In Appendix I will be found a brief account of the visit of the East Africa Commission to the East African Dependencies in 1924; of Mr. Amery's visit to the Middle East in 1925; of Mr. Ormsby Gore's visits to the British West African Colonies and Protectorates in 1926, and to Malaya, Ceylon, and Java in 1928; and of a number of official missions and journeys undertaken by members of the Colonial Office staff at the request of the Secretary of State during the last four years.

### **Interchange of Officers between the Colonial Office and the Colonial Services.**

The principle of frequent interchange of officers between the Colonial Office and the various Colonial Services was warmly approved by the Colonial Office Conference, 1927, as conducing to closer co-operation between the Colonial Governments and the authorities at home, and ensuring better and more sympathetic understanding by the latter of local conditions overseas and of the problems and difficulties confronting Colonial Administrations.

The Conference expressed themselves in favour of interchange by means of one or other of the following methods:—

(1) Periodical visits of Colonial Office officials to Colonies as members of specific Commissions or of Missions of Enquiry;

(2) Attachment of members of the Colonial Office to the staffs of Colonial Governments, in the first instance quite early in their career; and, secondly, at a later stage to renew their acquaintance with local conditions—in short, to undergo a "refresher" tour;

(3) Attachment of Colonial Government officers for various periods of service and instruction at the Colonial Office.

Every effort is being made to act in conformity with the recommendations of the Conference. Visits of Colonial Office officials as Secretaries of specific Commissions or Missions of Enquiry have, as mentioned in the preceding section, been frequent during past years, and at the present time two of the junior members of the Office (Assistant Principals) are acting as Private Secretaries to Colonial Governors. Finally, a considerable number of officers belonging to various branches of the Colonial Service have been attached for duty in the Colonial Office during the last four years.

## **Recruitment and Training of Candidates for the Colonial Services.**

### **1. Administrative Services of the Tropical African Dependencies.**

In 1926 training courses for selected candidates for these Services—in which normally a hundred or more vacancies may be expected annually—were instituted at Oxford and Cambridge with the unanimous approval of all the Colonial Governments concerned. In the first instance these courses were of two terms' duration, but it has now been decided to extend them to cover a full academic year. These courses (which have taken the place of a much shorter course formerly held in London) provide probationers with a valuable training in a variety of subjects including Indian, Mohammedan, and English Law and Procedure; Anthropology; Tropical African History and Geography; Tropical Hygiene and Sanitation; Surveying and Field Engineering; Tropical Agriculture and Forestry. It is hoped that they will also have the effect of stimulating recruitment by attracting the attention both of the University authorities and of undergraduates more and more to the careers offered in the Colonial Services. Evidence of their beneficial effect in the latter respect is indeed already to be seen, both in regard to the numbers and in regard to the higher average intellectual standard of candidates.

### **2. Colonial Services Clubs at Oxford and Cambridge.**

In view of the considerable number of probationary officers in the Colonial Services who undergo preliminary courses of instruction of various sorts at Oxford and Cambridge, it was decided, on the recommendation of a Committee appointed as a result of the Colonial Office Conference, 1927, to assist financially from the funds of Colonial Governments in the establishment of club premises at Oxford and Cambridge which would enable these probationers in the various Services overseas to meet together not only for social purposes, but also to hear informal addresses from principal Government officers on leave from the Colonies and to learn something of the conditions and circumstances of their future work in the Colonial Service. Accommodation in the clubrooms has also been provided for a library of books and literature relating to the Colonies, including the volumes of Laws, the annual reports, and other official publications of the Oversea Governments.

### **3. Forestry.**

Full advantage has been taken of the facilities afforded by the Imperial Forestry Institute which was set up in 1924 at Oxford on an experimental basis. At this Institute officers receive valuable postgraduate training either before taking up their duties or subsequently during leave. Courses have also been attended when on leave by officers who were selected since the war but before the

founding of the Institute. The Institute is also providing training in certain instances for specialist forest officers. Facilities for such training did not exist before in this country.

#### **4. Agriculture, and Scientific Services connected with it.**

An authoritative Committee was set up in 1924 under the chairmanship of Viscount Milner, who was succeeded on his death by Lord Lovat, to enquire into and report upon the recruitment and training of officers for these Services. This Committee presented an interim Report in 1925, as a result of which a system of *Colonial Agricultural Scholarships* was instituted, the first selection taking place in 1925. There are about 20 scholarships a year. They are normally held for two years, the first being spent in this country, and the second usually at the Imperial College of Tropical Agriculture, Trinidad. The scholars form a pool from which vacancies can be filled in the year their scholarships end. Men are selected and trained with an eye both to specialist appointments and to appointments in general agriculture, and the training is varied to suit each case on the advice of an expert committee.

This scheme is still at an experimental stage, but the reports received are encouraging, and it may safely be said that it is already attracting to the Agricultural Services men of a higher standard than the average obtained in the past. Moreover, the scholars will have had two years' training in subjects chosen to fit them for their work, over and above the qualifications usually held by candidates for these Services.

#### **5. Survey.**

As the standard of recruitment for Survey appointments had not been regarded as satisfactory, a course of one academic year under the School of Geodesy at Cambridge followed by a period of practical work under the Ordnance Survey at Southampton, was instituted on an experimental basis in October, 1925, for probationers selected for Ceylon. This scheme was also adopted by Malaya in 1927, and Nigeria in 1928. In the case of the other Colonies concerned the existing course of instruction for probationers at Southampton was extended in 1927 from two to six months' duration.

#### **6. Educational Services.**

On the recommendation of the Advisory Committee on Native Education in Tropical Africa it has recently been decided to institute a training course in Education for selected candidates for certain junior appointments in these Services. The first course of this kind will begin in London in September, 1928, under the control of Professor Percy Nunn, Principal of the London Day Training College; there will be provided special instruction, including educational psychology and practical teaching, in con-

junction with the existing professional course at the College. The course is designed more especially for selected candidates who have had but little, or no, previous experience of educational work. Its duration will be one academic year.

**7. Statement showing the number of candidates appointed by the Secretary of State in the years 1924-1927.**

	1924.	1925.	1926.	1927.
Legal ... ..	11	12	7	16
Administrative ... ..	72	85	103	101
Police ... ..	32	19	30	19
Educational ... ..	43	46	76	64
Financial ... ..	9	10	20	18
Marine ... ..	8	8	7	8
Medical ... ..	84	129	97	121
Veterinary ... ..	5	8	16	9
Agricultural ... ..	17	27	23	42
Forestry ... ..	20	16	13	11
Survey and Geological ... ..	12	15	15	19
Scientific Specialists ( <i>e.g.</i> , Botanical, Entomological, Analytical).	25	14	9	18
Miscellaneous ( <i>e.g.</i> , Game Wardenships, Secretarial posts).	14	17	8	14
	<hr/>	<hr/>	<hr/>	<hr/>
	352	406	424	460
Agricultural Scholarships ... ..	—	16	17	15
	<hr/>	<hr/>	<hr/>	<hr/>
	352	422	441	475

The number of candidates selected in addition to the above who—

(a) withdrew ... ..	53	69	66	70
(b) were found medically unfit ... ..	6	24	20	16

**The Empire Marketing Board.**

The Empire Marketing Board, of which the Secretary of State for Dominion Affairs is Chairman, was constituted in May, 1926, for "furthering the marketing in this country of Empire Products." The cost of Empire Marketing Services is met from the Empire Marketing Fund, which is now also available for defraying the expenses of the Imperial Economic Committee and of any investigations undertaken with a view to the development by His Majesty's Government in Great Britain of inter-Imperial trade, in consultation with one or more of the Governments of other parts of the Empire.

The work of the Empire Marketing Board has been, to a considerable extent, determined by the recommendations in the various Reports of the Imperial Economic Committee on the marketing of meat, fruit, dairy produce, etc. Indeed, it has carried out the functions of the "Executive Commission," the establishment of which was contemplated by the Imperial Economic Committee for the purpose of promoting trade in Empire produce by means

of publicity and education, scientific research and economic investigation, and special schemes for the improvement of production and marketing. In furtherance of this object, the Empire Marketing Board has been charged with the administration of the grant of one million pounds per annum, which His Majesty's Government set aside to assist the proper marketing of Empire goods and to foster the interests of inter-Imperial trade generally.

During the two years in which it has been in existence, the Board has considered and approved a considerable number of schemes submitted by Colonial Governments to improve the production and marketing of tropical and sub-tropical products. The statement in Appendix II to this Memorandum, which has been prepared in the Office of the Empire Marketing Board, describes some of the activities of the Board in making grants for research work and other development schemes in the Colonies, Protectorates, and Mandated Territories with which the Colonial Office is concerned.

#### **Imperial Agricultural Research Conference, 1927.**

Another outstanding feature in the progress and development of the Colonial Empire has been the Imperial Agricultural Research Conference. This Conference was held under the auspices of the Minister of Agriculture and Fisheries from the 4th to the 28th October, 1927, and was attended by (among others) delegates from 24 Colonies, Protectorates, and Mandated Territories. The costs of the Conference, upon the recommendation of the Empire Marketing Board, were borne by the Empire Marketing Fund. A full report and summary of the proceedings of the Conference has been published\* and copies have been distributed to the Oversea Governments concerned.

#### **Veterinary Departments.**

The Secretary of State appointed a Committee in 1927, under the Chairmanship of Lord Lovat, to enquire into the whole question of the organization and efficiency of the Colonial Veterinary Services and make suggestions for improvement therein. The questions to be considered embraced the recruitment and training of Veterinary Officers, their conditions of service and the organization of research and intelligence, the setting up and support of any institutions required, and methods by which the financial expenditure involved can best be met.

This Committee has now completed its investigations. †

#### **Forestry.**

An Empire Forestry Conference was held in Australia and New Zealand in September, 1928, and arrangements were made for the

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\* Non-Parliamentary Publication, March, 1928.

† The Report of the Committee has been presented to Parliament (Cmd. 3261).

attendance of representatives of about twelve Colonies and Protectorates, etc. Among the many important subjects which were discussed at the Conference were Empire Forest Policy, Timber Supply and Consumption, Forestry Research and Technique, and a proposal for the establishment of an Imperial Forestry Bureau.

### **Education.**

An Imperial Education Conference was held at the Board of Education from the 20th of June to the 8th of July, 1927, at which some sixteen Colonial Governments were represented. The report of its proceedings has been published\* and distributed to the Colonies.

One of its main recommendations was concerned with the possibility of devising a scheme to facilitate by such means as reciprocal arrangements for superannuation benefits and continuity of service here and overseas the movement of teaching staff between different parts of the Empire. It is hoped that such arrangements may in due course be effected.

It has been decided, as a result of the experience gained in connexion with the Advisory Committee on Education in Tropical Africa, which has rendered valuable service since 1923 in respect of the African Dependencies, to appoint as from the New Year, 1929, an Advisory Committee on Education in the Colonies, from which the Secretary of State for the Colonies will be able to obtain expert advice on educational problems arising in the overseas Dependencies. In connexion with the Committee's work it is contemplated that an Educational Bulletin shall be published which will prove of real value primarily to educational authorities overseas as a medium of interchange of information, and also to those institutions and persons elsewhere who desire to keep themselves in touch with the development of Education in the Dependencies, and the lines on which the problems in the differing local conditions are being approached.

### **Medical and Public Health Matters.**

As regards medical and public health matters the period since October, 1924, has been marked not only by very considerable advances in the quantity and quality of the work done by the Medical Departments of the Colonies themselves, but by important changes of organization.

Increasing recognition of the importance of medical and public health services from an economic as well as a humanitarian point of view has led to the allocation of more funds from Colonial revenues for this purpose. It has thus been possible to increase

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\* Non-Parliamentary Publication, January, 1928.



the medical staffs and to attract candidates of a high personal and professional standard to the Colonial Medical Services. The general level of the medical work now being done in the Colonial Empire is undoubtedly higher than it has ever been.

The changes in organization which have taken place in the last few years have been directed towards the closer linking up of the medical services of the Colonies with each other and with medical research organizations at home and abroad. In 1926 the Chief Medical Adviser, whose appointment is referred to above, undertook the Chairmanship of the Colonial Advisory Medical and Sanitary Committee and of the Managing Committee of the Bureau of Hygiene and Tropical Diseases. In 1927 a Colonial Medical Research Committee was formed with the object of bringing research institutions in the Colonies into closer touch with the work of the Civil Research Committee and the Medical Research Council in this country. In the Medical Secretary of this Committee the Colonial Office has now a specialist officer who is in touch with the work in progress in local research institutions and in the field and who is able to place at the disposal of research workers in the Colonies the results of recent investigations in this and other countries. Mention may also be made of the important effects on co-ordination of work resulting from the tours undertaken by Mr. Ormsby Gore and members of the staff and from the visits of experts (e.g., of Sir Wilfred Beveridge to Bahamas, Dr. Horn to Cyprus, and Dr. Reford to the Falkland Islands) to report on special problems in particular Colonies.

In Africa much work has been done in the control and eradication of sleeping sickness, under the auspices of the Tsetse Fly Sub-Committee of the Committee of Civil Research, and the Health Section of the League of Nations. The latter body, following upon an International Conference held in London in 1925 under the presidency of Mr. Ormsby Gore, appointed a special Commission to undertake certain important investigations in Uganda. This effort was only made possible by the financial support given from British sources and by the generous facilities afforded by the Uganda Government.

In West Africa the medical staff is co-operating with the Rockefeller Foundation in investigating the difficult problem of yellow fever. The recent tragic losses amongst the research workers in this field are deeply deplored and indicate with great force the urgent need for clearing up this problem.

In both East and West Africa particular attention is now being paid to the association of the native peoples themselves with medical and public health work. A proposal is under discussion to establish a medical school in West Africa which may ultimately provide a course of medical education for natives leading up to a full medical and surgical qualification.

In Asia important progress has been made in several directions, especially in connection with the study and control of malaria in Ceylon, Malaya, and Palestine.

Medical staffs, seriously depleted after the war, have been brought up to authorized strength, and departments are thus enabled to give more attention to the prevention of disease instead of confining themselves to its treatment. Of special interest during this period has been the development of Infant and Child Welfare services through both unofficial and Government agencies.

In the Western Pacific area, surveys have been undertaken of medical conditions in the island groups and, within the limits of their scanty financial resources, Governments are providing a higher standard of medical service for the native peoples.

In the West Indian Colonies progress has been slower, but, even there, signs are not wanting that legislatures and peoples are increasingly alive to the importance of medical and public health services in the sphere of Government.

#### **Development of Mechanical Transport in the Colonial Empire.**

The past four years have seen considerable developments in the use of mechanical transport by Colonial Governments and private individuals, particularly in the Tropical African Dependencies.

Experience has shown that there is considerable room for the improvement of existing vehicles to render them more suitable for oversea conditions, and in particular for the creation of a much larger mechanical transport unit than at present exists which will carry goods at a cost per ton-mile intermediate between that of the railways (approximately 2d.) and that of existing motor-lorry services (normally not less than 1s. 6d.) and thus open up new areas for development.

The matter was seriously discussed for the first time at the Colonial Office Conference, 1927, and, in consequence of certain proposals put forward thereat, a scheme has now been formulated for the creation of a Committee for the purpose both of creating the large unit referred to above and also of dealing with any other mechanical transport problems which arise. A provisional programme of five years' work has been formulated and the Empire Marketing Board has been invited to meet half the total cost on the understanding that the various oversea Governments of the Empire which are concerned defray the other half.

#### **Defence.**

The Committee of Imperial Defence, through its Sub-Committee the Oversea Defence Committee, has actively continued to assist in organizing Colonial defence and in furthering the policy of encouraging Colonies to assume as large a measure of responsibility for their local protection as possible.

In 1925, the Oversea Defence Sub-Committee of the Committee of Imperial Defence appointed a Sub-Committee consisting of representatives of the Admiralty, the War Office, the Air Ministry, and the Colonial Office, under the Chairmanship of Sir Gilbert Grindle, K.C.M.G., C.B., Deputy Permanent Under-Secretary of State for the Colonies, to consider the question of improving the organization and efficiency of Local Forces in the Colonies and other Dependencies. The Terms of Reference of the Sub-Committee were as follows:—

(1) To examine the defence problems of the various Colonies and Protectorates and the composition and organization of their Local Forces with a view to ascertaining whether such units as are at present maintained, in process of formation, or likely to be constituted in the future, are of a type best suited to the particular requirements of the Colony or Protectorate, bearing in mind its geographical situation, the nature of the emergency to be provided against, and the varying local conditions affecting the problem, and with the object of preventing undue competition between the various Services for the limited available resources in personnel.

(2) As the result of such examination to make recommendations to the Oversea Defence Committee to assist that body when advising Local Governments with regard to the type of units which it is desirable to maintain, and the methods to be adopted to ensure that such units are kept in a state of maximum efficiency.

The Sub-Committee has been actively engaged on its task for the last three years, and several reports have already been prepared and communicated to the Colonial Governments concerned with regard to the organization of Local Forces in Malaya, the West Indian Colonies, British Guiana and British Honduras, Ceylon, Mauritius, Seychelles, Cyprus, and the Falkland Islands. It is hoped that the Sub-Committee will shortly be able to complete its survey of the Local Forces of the Colonies, Protectorates, and other Dependencies.

#### APPENDIX I.

##### Visits of Parliamentary Commissions, Ministers and Colonial Office Officials to Colonies, Protectorates, etc., 1924-28.

###### 1.—*The East Africa Commission, 1924-25.*

The East Africa Commission was appointed in July, 1924, by the previous Secretary of State for the Colonies, the Right Honourable J. H. Thomas, M.P.:

“To visit Northern Rhodesia, Nyasaland, Tanganyika Territory, Uganda, and Kenya with a view to obtaining as much information as possible in the time available on all subjects covered by the terms of

reference to the East Africa Committee, and to report to the Secretary of State on any facts which they may consider have a bearing upon the above matters."

The terms of reference to the East Africa Committee were:—

"To consider and report:—

"(a) On the measures to be taken to accelerate the general economic development of the British East African Dependencies and the means of securing closer co-ordination of policy on such important matters as transportation, cotton-growing, and the control of human, animal, and plant diseases.

"(b) On the steps necessary to ameliorate the social condition of the natives of East Africa, including improvement of health and economical development.

"(c) On the economic relation between natives and non-natives with special reference to labour contracts, care of labourers, certificates of identification, employment of women and children.

"(d) On the taxation of natives and the provision for services directed to their moral and material improvement."

The Commission consisted of:—

The Honourable W. Ormsby Gore, M.P., as Chairman; Major A. G. Church, D.S.O., M.C., M.P.; Mr. F. C. Linfield, J.P., M.P.; with Mr. J. A. Calder, of the Colonial Office, as Secretary.

It left England on the 15th of August, 1924, and arrived at Cape Town on the 1st September. It visited Northern Rhodesia and Nyasaland in the first half of September, and Tanganyika Territory from 22nd September to 6th October and from 22nd November to 1st December. It spent the remainder of October in Uganda, and the remainder of November in Kenya, and arrived back in England on the 23rd December. The General Election in England took place while the Commission was in Uganda, and the Chairman of the Commission became Under-Secretary of State for the Colonies.

The work of the Commission was greatly facilitated by the enthusiastic welcome which it received everywhere. It was the first time that a Commission of three Members of Parliament and an official of the Colonial Office had been sent to East Africa officially, and that fact was universally appreciated by the Governors and by officials and unofficials. Local problems and difficulties were frankly discussed, and much valuable information was put at the disposal of the Commission.

The Commission's Report was presented to Parliament in April, 1925—Cmd. 2387—and many of its recommendations have since been carried into effect. For example, the East African Guaranteed Loans Bill was passed by the Imperial Parliament; the Governors' Conference with a permanent secretariat was set up to provide machinery for exchanging information and co-ordinating policy so far as local conditions admit; the Amani Institute was re-established as a research centre; the laws in the different Colonies on such subjects as trade-marks and bankruptcy were co-ordinated; the native reserves in Kenya were demarcated; the Zanzibar Government was freed from the control of the Governor of Kenya.

## 2.—*Visit to Iraq of the Secretaries of State for the Colonies and for Air.*

Towards the end of March, 1925, Mr. Amery, accompanied by Sir Samuel Hoare, the Secretary of State for Air, visited Palestine, Trans-Jordan, and Iraq. The two Secretaries of State were accompanied by Sir John Shuckburgh, Assistant Under-Secretary of State in the Colonial Office, by Mr. Edgecumbe and Mr. Bullock, their Private Secretaries, by Group Captain Burnett, of the Air Ministry, and by Captain Euan Wallace, M.P., Parliamentary Private Secretary to Mr. Amery.

The two Secretaries of State arrived in 'Iraq on the 26th of March, and left again on the 14th of April. Owing to the facilities placed at their disposal by the Royal Air Force, they were enabled to see practically the whole of 'Iraq, although the time spent in actual travelling was very short. They also visited Mohammerah and the Anglo-Persian Oil Company's Refinery at Abadan.

The main object of the visit was to discuss with the High Commissioner and the 'Iraq Government the future organization of the defence forces in 'Iraq. Whilst in 'Iraq, Mr. Amery met King Faisal, the members of his Cabinet, and other 'Iraq notables, and the principal British officials in the 'Iraq Service. He also saw something of the work of the District Officers in various parts of the country.

The party returned from 'Iraq via Palestine, where they stayed some days at Jerusalem, and also visited Jaffa, Haifa, and the neighbourhood of the Sea of Galilee. While at Jerusalem, Mr. Amery discussed various administrative questions with the High Commissioner and received deputations from local organizations and communities.

The Secretaries of State also paid brief visits to Trans-Jordan, where they met the Emir Abdullah and his Prime Minister.

### 3.—*Visit of Mr. Ormsby Gore to British West Africa, 1926.*

In the first few months of 1926 Mr. Ormsby Gore visited the four British West African Colonies, Nigeria, Gold Coast, Sierra Leone, and the Gambia, accompanied by the Hon. C. A. U. Rhys, M.P., Mr. J. E. W. Flood and Mr. A. Bevir of the Colonial Office.

The object of the visit was to obtain first-hand knowledge of the four territories, and of their main problems—transport development, native administration, education, medical and sanitary services, and agricultural and other research.

Mr. Ormsby Gore spent some six weeks in Nigeria, in the course of which the Bauchi Plateau, the centre of the tin-mining industry, and Zaria and Kano, the centres of the cotton and groundnut industry, were visited. In the Gold Coast he paid a visit to Ho in the mandated territory of Togoland; and the party also went to Ashanti, one member making a tour of the Northern Territories. In Sierra Leone a brief tour inland was made to Bo and the agricultural station at Njala, and a few days were spent at Bathurst on the way home.

A report on the visit was presented to Parliament (Omd. 2744).

### 4.—*Visit of Mr. Ormsby Gore to Malaya and Ceylon, 1928.*

This visit was made in pursuance of the accepted policy that Ministers and members of the Colonial Office staff should make visits to the Colonies, and its particular purpose was defined as follows:—

“To report on scientific and economic developments in British Malaya and Ceylon and in particular on the progress of the Medical, Agricultural, Veterinary, Forestry, and Education Departments. Also to confer with Colonial Governments regarding the recommendations of the Colonial Office Conference, 1927, and on matters arising out of the Imperial Agricultural Research Conference.”

In addition, through the kindness of the Dutch authorities, Mr. Ormsby Gore also paid a visit to Java, where he was able to gain first-hand knowledge of the administration of the Dutch East Indies and to study the scientific research work which is being done there.

The visit lasted from 15th March to 8th July, and included five to six weeks in Malaya, two to three weeks in Java, and sixteen days in Ceylon. Mr. Ormsby Gore, who was accompanied by Mr. E. M. H. Lloyd, of the Empire Marketing Board, and by Mr. G. H. Creasy, of the Colonial Office,

visited in British Malaya the Straits Settlements (Singapore, Penang, and Malacca), the Federated Malay States (Perak, Selangor, Pahang, Negri Sembilan), and two of the Unfederated Malay States (Kedah and Johore). He then proceeded to Java and visited Ceylon on his homeward journey.\*

#### 5.—*Visit of Financial Mission to Iraq in 1925.*

Early in 1925, by agreement with the Iraq Government, Commander (now Sir E.) Hilton Young, D.S.O., M.P., and Mr. R. V. Vernon, C.B., of the Colonial Office, were appointed to proceed to Iraq on a Financial Mission.

Their Terms of Reference were:—

“To enquire and report to His Majesty’s Government and to the Iraq Government what steps should be taken to ensure that it shall be possible to balance the Iraq Budget during the Treaty period and afterwards, having regard to the requirements of the country for defence and security, administration and development, the provisions of the Financial Agreement, and the obligations in respect of the Ottoman Public Debt imposed by the Treaty of Lausanne.”

The Mission proceeded to Baghdad in March, 1925, and after making a full investigation into the financial situation of Iraq, submitted their report on the 25th of April, 1925.

The report, which was presented to Parliament in June, 1925 (Cmd. 2438), was carefully considered both by His Majesty’s Government and by the Iraq Government, and many of the recommendations made by the Mission have been carried into effect.

Subsequently Mr. Vernon was appointed Adviser to the Ministry of Finance, Iraq Government, and held the post for three years (1925-1928).

#### 6.—*Visit of Mr. H. Beckett to Mauritius, 1925.*

In April, 1925, Mr. Beckett was instructed to proceed to Mauritius as a Special Commissioner to enquire into the currency and exchange problems of the Island, where he spent the period 31st of May to 17th of August.

In brief, the position was that when the Indian rupee after falling below one shilling and fourpence began to rise again, and when the Government of Mauritius had, as on a previous occasion, imposed a prohibition of exportation of rupees in order to prevent the Colony being denuded of silver, there was established in Mauritius an artificial rate of exchange which had the effect of establishing a precarious stability as regards sterling while breaking down parity with the Indian rupee.

After full discussion with a large number of the most prominent inhabitants, and after ascertaining at their request that the Secretary of State would not agree to the maintenance of the *status quo*, Mr. Beckett came to the conclusion that there was not sufficient support for any practicable scheme of linking up the currency with sterling to admit of the change being successfully carried through. He therefore recommended a reversion to approximate parity with the Indian rupee, and initiated negotiations, which were successfully carried through, with a view to enabling the change to be made and the embargo on rupees to be removed with the least possible dislocation.

It may be mentioned that no member of the Colonial Office staff had been to Mauritius since Mr. A. J. Harding’s visit as Secretary to the Royal Commission of 1909.

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\* Mr. Ormsby Gore’s Report on his Visit has been presented to Parliament (Cmd. 3235).

7.—*Visit of Mr. R. A. Wiseman to the Conference at Ottawa in June and July, 1925.*

The Colonies of Bahamas, British Honduras, Jamaica, Barbados, British Guiana, Trinidad, the Leeward and Windward Islands had made a Trade and Shipping Agreement with Canada in 1920, as a result of a Conference at Ottawa at which Mr. L. S. Amery, then Parliamentary Under-Secretary of State for the Colonies, was present. The Colonies had for some time been dissatisfied with some of the provisions of this Agreement, particularly the shipping clauses, and, as a result of their representations, the Government of Canada decided to call another Conference at Ottawa in the summer of 1925. To the Conference were invited representatives of the Colonies mentioned as well as of Bermuda, which had been represented at the earlier Conference, but which had not brought the former Agreement into effect as regards itself. The Secretary of State was very anxious that, in a matter so closely affecting the interests of the Colonies, the Colonial Office should also be represented, and he selected Mr. R. A. Wiseman, who had been for many years a Principal in the West Indian Department, to represent him at the Conference.

During his visit Mr. Wiseman was the guest of the Canadian Government. The Agreement which was eventually arrived at contained important concessions by the Colonies to Canada and also by Canada to the Colonies, particularly as regards the provision of shipping facilities, and it is significant that the Agreement was immediately confirmed and brought into effect by Bermuda, which had hitherto stood out of the reciprocal customs arrangements with Canada.

During his visit to Ottawa, Mr. Wiseman received an invitation from the Governor of Bermuda to become his guest in that Colony. This deviation involved only a postponement of ten days in his arrival in England, and, in these circumstances, the Secretary of State willingly granted permission for the invitation to be accepted. Mr. Wiseman was thus enabled to visit the Colony for three days (13th to the 16th July), during which time he was taken round the Island and also met many prominent members of the local community.

8.—*Visit of Mr. A. J. Dawe to Sierra Leone, 1926.*

Mr. A. J. Dawe visited Sierra Leone in 1926 as Secretary to Sir Charles O'Brien's Commission of Inquiry into the Affairs of the Freetown Municipality. He left England for Sierra Leone on the 19th of May, and arrived at Freetown on the 29th of May, 1926. On the completion of the Inquiry he left Sierra Leone on the 7th of July, and reached Plymouth on the 17th of July.

The object of the Commission was to enquire into and report upon the constitution and powers of the Corporation of the City of Freetown, the efficiency of the working of the Corporation and its relation to the Colonial Government, and to make recommendations regarding the future of the Corporation.

The Commission recommended radical changes in the constitution of the Freetown Municipality. As a result, that body has now been abolished, and a new City Council under strict Government control has been set up in its place.

During his stay in Sierra Leone, Mr. Dawe took the opportunity to visit the Sierra Leone Protectorate, and travelled through the Central Province to the French Frontier.

9.—*Visit of Mr. R. R. Sedgwick to British Guiana as Secretary of the Parliamentary Commission of 1926.*

In October, 1926, Mr. Sedgwick was appointed Secretary to a Parliamentary Commission, consisting of Mr. Roy Wilson, M.P., Chairman, and

Mr. H. Snell, M.P., Labour, to visit British Guiana, with the following Terms of Reference:—

“ To consider and report on the economic condition of the Colony, the causes which have hitherto retarded and the measures which can be taken to promote development, and any facts which they may consider to have a bearing on the above matters.”

The Commission left England on the 16th of October and arrived back on the 4th of January, 1927, visiting, *en route*, the Imperial College of Tropical Agriculture at Port of Spain. The Report of the Commission was published (Cmd. 2841) and presented to Parliament in April, 1927. Its recommendations were accepted by the Secretary of State and have since been carried into effect by Act of Parliament and Order in Council. In their Report the Commission bear witness to the value of these tropical tours.

#### 10.—*Visit of Mr. Bottomley to the East African Dependencies, 1926-27.*

Mr. Amery decided in 1926 to send Mr. Bottomley, then the Assistant Secretary of the East Africa Department, on a tour in Eastern Africa to obtain first-hand experience of the Dependencies with which his work was connected. The itinerary chiefly concerned the three Dependencies (Kenya, Uganda, and Zanzibar) included in the scope of the East Africa Department, but it included three visits to Tanganyika, during which Mr. Bottomley was able to see the Kilimanjaro area of Moshi and Arusha, the coast area of Tanga and Pangani, and finally Dar-es-Salaam, from which he left by the Central Railway to Tabora, and so by road to Lake Victoria and Mwanza, passing through the productive country on the route of the new railway, the earth-works of which had then reached the neighbourhood of Shinyanga.

Mr. Bottomley arrived at Mombasa on the 12th of December, 1926, and, after a stay of four days to acquaint himself with matters relating to the island and town of Mombasa, the Kilindini Harbour, and the adjacent coast area, left for Nairobi, which was his centre until the end of the first week in January, 1927. He acquainted himself with the administrative, medical, agricultural, veterinary, and other work at headquarters and in the neighbourhood, and in the course of this period had the advantage of accompanying the Governor on a tour round Mount Kenya, passing through Fort Hall, Nyeri, Nanyuki, Meru, Embu, and so to Nairobi, looking into various aspects of Government and missionary activity during the journey, and attending with the Governor at various *barazas* with the local chiefs.

In the next part of his tour Mr. Bottomley proceeded by road from Nairobi across the Rift Valley and the Uasin Gishu plateau to the heart of the Trans-Nzoia district at Kitale under Mount Elgon. Thence, after a traverse of the Kenya portion of the new railway as far as the Malaba River he went south by road to Kisumu where, after a short interval, he proceeded through the Central and South Kavirondo reserves and the Buret country to Kericho, joining the railway at Lumbwa. Thence he proceeded to Nakuru by train, and from that point to Nairobi by road.

Mr. Bottomley returned to the coast, and after visiting Tanga left for the Islands of Pemba and Zanzibar, where, in addition to other works, he was able to see the new road developments in Pemba and the progress of the harbour works at Zanzibar. Leaving Zanzibar and proceeding to Lake Victoria (as has been mentioned) through Tanganyika, he entered Uganda on the 8th of February, leaving the Protectorate for Khartoum on the 5th of March. During the first fortnight he spent much time at Entebbe and Kampala in visiting Government Departments, hospitals, etc., and native and mission institutions, and also travelled to Fort Portal in Toro. After leaving Entebbe he travelled through the Eastern Province as far as the foothills of Mount Elgon and thence through the Teso country, visiting the Government cotton plantation at Serere, and so north to Kitgum, and



thence south through Gulu across the Nile to Masindi, where, after visiting the native Government of Bunyoro, he proceeded to Lake Albert to embark by steamer for the Sudan.

Mr. Bottomley's duties finally ended at Khartoum, where, by the courtesy of the Sudan Government, he was able to visit the irrigated cotton operations in the Gezira and the Cotton Experiment Station at Shambat. He arrived in London on the 2nd of April, 1927.

11.—*Visit of Sir John Shuckburgh to Palestine, Trans-Jordan, and 'Iraq.*

Early in 1927 Sir John Shuckburgh paid a visit to Lord Plumer, the High Commissioner for Palestine. Although his visit was a private one, he met the principal officers in the service of the Palestine Government as well as a number of local notables. He spent three days with the Chief British Representative at Amman, in the course of which he met the Emir Abdullah and his Ministers.

Sir John Shuckburgh also paid a brief official visit to 'Iraq. He arrived at Baghdad on the 19th of March, and left again on the 2nd of April. During that period he met King Faisal and the Ministers of the 'Iraq Government, and the principal British officials at Baghdad.

12.—*Visit of Mr. L. B. Freeston to the Bahamas and British Honduras in 1927.*

In the summer of 1927, an invitation was sent from the Bahamas Legislature for a member of the Colonial Office to visit Nassau at the Colony's expense, in order to familiarize himself with local conditions.

Mr. Freeston, who was selected for this purpose, reached Nassau on 30th August and remained as the guest of the Colony till 13th September. During that period he discussed local problems in detail with the Governor, the Colonial Secretary, and Heads of Departments, and also had confidential interviews with various members of the Legislative Council and the House of Assembly.

The Governor of British Honduras, hearing privately that Mr. Freeston was in Nassau, telegraphed an invitation to the Secretary of State for him to go on to Belize as his guest. Mr. Freeston did so, and reached British Honduras on the 18th of September. During the twelve days which he spent in that Colony, he had ample opportunity of making the acquaintance of the authorities, including a number of prominent unofficials, and of ascertaining on the spot their views on current problems of local interest.

On the 1st of October Mr. Freeston left Belize for England via New Orleans and New York.

13.—*Visit of Mr. P. A. Clutterbuck to Ceylon as Secretary of the Special Commission on the Ceylon Constitution, 1927-28.*

A Special Commission was appointed in August, 1927, "to visit Ceylon and report on the working of the existing Constitution and on any difficulties of administration which may have arisen in connection with it; to consider any proposals for the revision of the Constitution that may be put forward, and to report what, if any, amendments of the Order in Council now in force should be made." The Commission was composed of the Right Honourable the Earl of Donoughmore, K.P. (Chairman), the Right Honourable Sir Matthew Nathan, G.C.M.G., Sir Geoffrey Butler, K.B.E., M.P., and Dr. Drummond Shiels, M.C., M.P., with Mr. Clutterbuck, an Assistant Principal in the Colonial Office, as Secretary. The Commission left London for Ceylon on the 27th October, 1927, spent nearly two and a-half months there, taking evidence from interested individuals and from representatives of the various political, commercial, or religious bodies, and arrived back in London on the 4th February, 1928. Most of the Commission's sittings were

held in Colombo, but for the convenience of witnesses sittings were also held in Jaffna, Kandy, Batticaloa, and Galle. In addition to visiting these places, the Commissioners visited unofficially many other parts of the Island and thus made themselves familiar with the activities and interests of its varied population. On returning home the Commissioners sifted with care the great volume of evidence submitted to them, and on the 26th June, 1928, presented a unanimous Report to the Secretary of State. This Report, of which the comprehensive nature bears tribute to the energy of the Commissioners, was presented to Parliament as Cmd. 3131 and was published simultaneously in the United Kingdom and in Ceylon on the 16th July. The far-reaching recommendations which it contains are now receiving the consideration of His Majesty's Government.

14.—*Visit of Mr. H. F. Downie to the British East African Dependencies as Secretary of Sir E. Hilton Young's Commission, 1927-28.*

In August, 1927, a Commission consisting of:—

The Rt. Hon. Sir E. Hilton Young, G.B.E., D.S.O., D.S.C., M.P.  
(Chairman),  
Sir George Schuster, K.C.M.G., C.B.E., M.C.,  
Sir Reginald Mant, K.C.I.E., C.S.I.,  
Mr. J. H. Oldham,

with Mr. H. F. Downie, of the Colonial Office, as Secretary, was appointed to investigate the possibility of securing more effective co-operation between the British Dependencies in Eastern and Central Africa.

The Commission left England in December, 1927, and travelled via the Nile to the Uganda Protectorate, thereafter visiting the Colony and Protectorate of Kenya, Tanganyika Territory, the Zanzibar Protectorate, Nyasaland Protectorate, Northern Rhodesia, Southern Rhodesia, and the Union of South Africa.

The Commission returned to England on the 7th May, 1928.\*

15.—*Visit of Sir Samuel Wilson and Dr. A. T. Stanton to the West African Dependencies, 1928.*

The Permanent Under-Secretary of State for the Colonies, Brigadier-General Sir Samuel H. Wilson, K.C.B., K.C.M.G., K.B.E., visited the West African Colonies in the autumn of 1928. He was accompanied by Dr. A. T. Stanton, Chief Medical Adviser to the Secretary of State, and by Mr. S. L. Holmes, M.C., of the Colonial Office.

This tour was arranged in accordance with the established policy of giving permanent officials of the Colonial Office opportunities of making themselves familiar with local conditions in the Colonies, of meeting as many as possible of the officials serving oversea, and of discussing local problems with the authorities concerned on the spot. In view of the rapid development of the West African Colonies, it was considered that great advantages would be secured by a visit from the permanent head of the Colonial Office to these four Administrations; and that Sir Samuel Wilson's previous experience as Governor of Trinidad and Jamaica would render his tour of particular value.

The visit of Dr. Stanton was specially important in view of the fact that recent outbreaks of yellow fever in British, and afterwards in French, territory have led to proposals for international co-operation, as well as to investigations of a technical character, the results of which may be far-reaching. It was obviously desirable, moreover, that the Chief Medical Adviser to the Secretary of State should make himself personally familiar with the problems confronting the local Medical authorities in an area where questions of public health are vitally important.

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\* The Report of the Commission has been presented to Parliament (Cmd. 3234).

The tour was arranged so that more than two months were spent in West Africa. The party arrived in Lagos, Nigeria, on the 16th of August, and then visited Port Harcourt, Jos, Kano, Ibadan, and other centres. They eventually returned to Lagos and left for the Gold Coast on the 15th of September, arriving at Accra on the following day. In the Gold Coast, the party visited Achimota and Kumasi among other places, in the course of an extensive tour. They finally left Sekondi for Sierra Leone on the 7th of October. Ten days were then spent at Freetown in Sierra Leone, and four days at Bathurst in the Gambia. The party finally departed from Bathurst on the 26th of October, and proceeded direct to England.

## APPENDIX II.

### Memorandum on the Work of the Empire Marketing Board in Furthering the Progress and Development of the Colonies, etc.

#### *Introduction.*

1. The Empire Marketing Board was appointed in the early summer of 1926 upon the recommendation of the Imperial Economic Committee. The British Government had placed at its Chairman's disposal a sum of £1,000,000 a year to be devoted to "furthering the marketing of Empire produce in this country".

2. The main work of the Board falls under the three headings of Publicity, Scientific Research, and Economic Investigation. Much of the work has been based upon Reports of the Imperial Economic Committee, and fruit, dairy produce, fish, and poultry have for that reason received special attention in the Board's initial programme.

#### *Publicity.*

3. In the field of publicity the Board has concentrated its main efforts on creating a background of public interest in the Empire and its development, against which individual Governments or trading interests can throw into relief the claims of the particular commodities in which they are interested. The means which have been employed to this end include press and poster advertising, participation in Exhibitions and Trade Fairs, the encouragement of Empire shopping weeks and window-dressing competitions, the arrangement of lectures, the display of films of Empire interest, and the distribution of free display materials to producers. The Board's messages have also been broadcast by means of the wireless. In all these activities due prominence has been given to products imported from the Colonies, etc., many of which have been the subject of special advertisements both in the Press and on the posters exhibited in the special poster frames now set up in over 300 towns throughout the United Kingdom. Many items of Colonial produce have also received wide publicity at the various exhibitions, such as the British Industries Fair, the Imperial Fruit Show, the Ideal Homes Exhibition, and the more important Grocers' Exhibitions, in which the Board has taken part. Finally, the Board has issued a number of reports dealing with various aspects of its work, and has published two leaflets, describing its policy and aims, for which a wide demand has been experienced.

#### *Research and Other Grants.*

4. In the field of research the Board undertakes no scientific work itself, and in recommending grants it is guided by the different Government organizations at home and overseas which are best qualified to advise it. One of its first tasks has been to provide financial assistance to existing institutions which are already contributing effectively to Empire develop-

ment, such as the Imperial Bureaux of Entomology and Mycology and the Imperial College of Tropical Agriculture, Trinidad.

5. In considering applications from Colonies the Board decided that, while it could not in general entertain grants to Colonial Governments for services which would normally be provided for out of local revenues, it might properly consider applications for assistance during the initial phases of research work likely to be of general Empire significance. It was also decided that development schemes of purely local interest need not be ruled out in the case of a Colony or Dependency whose resources, in the opinion of the Secretary of State for the Colonies, were at the time insufficient to enable it to bear the whole cost of the proposed scheme, provided that the Government applying could show a good prospect of developing an export trade to the United Kingdom and of bearing eventually the whole cost of the service. The Board as a rule limits its contribution to 50 per cent. of the capital and maintenance required, the balance of the expenditure being obtained from local revenues or other sources.

*Imperial College of Tropical Agriculture, Trinidad.*

6. The Imperial College of Tropical Agriculture, Trinidad, is a centre for the training of agricultural officers for work in the tropical and sub-tropical parts of the Empire, and the Imperial Economic Committee strongly recommended that its resources should be increased and its scope extended for purposes of both education and research. The reinforcement of the College is felt to be of importance to every part of the Empire lying in the tropical and sub-tropical zones or drawing supplies from these zones, and the Board in 1926 made a capital grant of £21,000 to the College, which was matched by a like sum from the Empire Cotton Growing Corporation. A further grant of £8,000 was made in 1927 and the Board has undertaken to meet the ascertained deficit in the College accounts up to a maximum of £15,000 for the financial year ended the 31st August, 1928.

*East African Agricultural Research Institute, Amani, Tanganyika Territory.*

7. This Institute was built by the Germans before the war, after which it was transferred to British administration. When fully re-established the Institute will be of direct value to all producers in East Africa and should afford outstanding opportunities for research into the cultivation of fibres, such as sisal, and the production of coffee, quinine, etc. The Board, in December, 1926, approved a grant towards the funds of the Institute amounting to one-third of the maintenance costs up to a maximum of £6,000 per annum for three years, the balance being contributed by the local Governments.

*Colonial Agricultural Service.*

8. In pursuance of a resolution of the Colonial Office Conference, 1927, a Committee was appointed by the Secretary of State under the chairmanship of Lord Lovat to formulate proposals for the better organization of the Colonial Agricultural Services. In its Report (Cmd. 3049) this Committee recommended the establishment of a Colonial Advisory Council of Agriculture and Animal Health and the organization of a Colonial Agricultural Service, with a specialist wing for research work and an agricultural wing for administrative work. The main objective of the scheme was to raise the standard of Colonial Agriculture and so to promote the Colonial production of food-stuffs and raw materials—a process which should definitely further the sale of Empire products in the United Kingdom. The Committee conferred with the Empire Marketing Board in the course of their work, and the Board has promised a contribution of £22,000 per annum for a period of five years towards the cost of the Advisory Council and the Colonial Agricultural Service.

*Economic Entomology.*

9. Insects, it has been calculated, consume 10 per cent. of the world's crops and destroy probably quite 20 per cent. of the crops grown in the Tropics. More and more the commercial value of agricultural entomology is being appreciated by primary producers and the magnitude of the losses inflicted by insect pests, compared with the relatively small expenditure within the Empire on trained entomologists, has impressed the Empire Marketing Board with the urgent necessity of considering the claims of entomology for financial assistance in education, in research, and in the application of knowledge gained by research.

10. A substantial grant has been made available from the Empire Marketing Fund for the provision of additional accommodation at the Natural History Museum, designed to secure the proper housing of the Museum's entomological collection and library. The Board is satisfied that this provision of suitable accommodation will enable work of fundamental importance to every Empire country to be put upon a proper basis.

11. Of special interest to the Colonies as well as to the Empire at large is a grant from the Empire Marketing Fund to the Imperial Bureau of Entomology for the establishment of a central laboratory for the breeding of parasites capable of destroying certain types of insect pests. Already numerous shipments of parasites from this new station have been made to various Dominions and Colonies.

12. A further grant of £6,000 has recently been made to the Imperial Bureau to enable a member of the staff of the Parasite Laboratory to visit the West Indies and parts of tropical South America to undertake an investigation into the biological control of insect pests in those countries.

13. Further work in this field has been made possible by a grant to the Imperial College of Science and Technology for an investigation into insect attacks upon stored products in the United Kingdom which at present exact a considerable toll upon food-stuffs and other raw material imported from overseas. As special attention is being given to cocoa, this work is of particular interest to, e.g., West Africa and Trinidad. A further grant has recently been promised to the College for the establishment of a field station where large-scale experiments on fumigation and control methods can be carried out.

*Economic Botany.*

14. A grant of £4,000 per annum for a period of five years to the Royal Botanic Gardens, Kew, was made partly to meet the employment of an economic botanist, who would be available either to visit the Dominions and Colonies from time to time or to set free a superior officer of the Kew staff to undertake oversea missions, and partly to enable botanical collectors to be sent to various parts of the world to study and bring home plants of economic importance for cultivation at Kew and distribution to the Dominions and Colonies.

15. Mr. H. C. Sampson, whose appointment as Economic Botanist was made possible by this grant, has visited British Guiana, the Windward and Leeward Islands, Barbados, and Trinidad to report upon the agricultural possibilities of those Colonies, and is now in the course of a similar visit to British Honduras. The advice which Mr. Sampson was able to give in the course of meetings and informal discussions was greatly appreciated, not only by the officials in the Colonies visited, but also by the planting communities, including the smaller cultivators. His reports have been published by the Board.

16. Dr. A. W. Hill, the Director of the Gardens, has lately returned from a visit to the Straits Settlements, the Federated Malay States, and Ceylon.

17. An officer from Kew has also visited Majorca to obtain material for almond budding. Grafting is now proceeding at Kew with a view to supplying stock of the best varieties to Cyprus, where conditions are thought to be suitable for almond cultivation. The possibility of almond cultivation in Nyasaland is also being explored.

18. Another member of the staff of Kew, Mr. F. N. Howes, Assistant in the Museum, has lately returned from an extensive tour in the East, devoted to the collection of banana breeding material which, after propagation under quarantine at Kew (see paragraph 28) will be sent for research purposes to the Imperial College of Tropical Agriculture, Trinidad.

19. In order to give accurate information regarding economic and other plants it is essential to have the plants accurately determined. The Royal Botanic Gardens, Kew, receive large accessions of specimens which arrive from the Colonies unmounted, and the specimens sent from the Colonial Empire during the course of years have each year been much larger than the Kew staff could deal with. To enable the necessary classification to be done the Board has approved a grant up to £2,000 per annum for two years to commence from April, 1928, and up to £819 per annum for three years to commence from April, 1930. These sums will be devoted to the employment of preparers and botanists. The work of classification is recognised to be a definite service to the Empire and accurate and up-to-date classification of herbarium specimens will be of distinct value in connection with the development of the economic resources of the Empire.

#### *Mycological Research.*

20. A capital grant of £8,000 has been made available from the Empire Marketing Fund towards the cost of erecting a new building to house the Imperial Bureau of Mycology upon a site which will enable it to retain the advantages of close connection with the Royal Botanic Gardens at Kew. The provision of more adequate accommodation for the Bureau has long been an urgent need and these increased facilities will enable the Bureau to provide more efficient service to the Colonial Empire.

21. Owing to the limitation of its scientific staff, the Agricultural Experimental Station at Tel Aviv, Palestine, has not been able to turn its attention to the problems of the wastage due to fungal rots in fruits exported to England. The Board has recently approved a grant of £1,335 to the Zionist Organization to enable the Tel Aviv Station to engage a Research Mycologist for a period of three years to carry out an investigation in this field.

#### *Low Temperature Research.*

22. The successful marketing of Empire produce from overseas depends largely upon the development of efficient methods of refrigerated transport. Much valuable research work into the conditions governing the cold storage of produce has already been accomplished, notably at the Cambridge Low Temperature Research Station, but much exploration yet remains to be undertaken.

23. For the promotion of further work in this field the Board has approved a capital grant of £35,000 and a maintenance grant of £8,000 per annum for five years for the development of the Cambridge Low Temperature Research Station, and the extensions to be provided by this grant are now progressing. A further grant has been made available to the Department of Scientific and Industrial Research of £45,000 capital and £5,000 per annum for five years for the erection of a station at East Malling in Kent where the storage properties of fruit will be systematically investigated.

24. Reference is later made (paragraph 27) to a grant for the establishment of a Low Temperature Research Station in Trinidad, where the effects

of cold storage on tropical fruits, especially the banana, can be scientifically studied in informal co-operation with the Cambridge Station.

*Research into the Mineral Content of Natural Pastures.*

25. Research into the mineral content of natural pastures, with special reference to certain deficiencies in the soil and their effect on the growth and strength of live stock, is being pursued upon a concerted plan, in several parts of the Empire, with funds provided partly from the Empire Marketing Fund and with the Rowett Research Institute, Aberdeen, as their base. In Kenya tests have been conducted at three different centres, and Dr. Orr, Director of the Rowett Research Institute, has twice visited Kenya in connection with this work.

26. The Board is also assisting a piece of work in East Africa in connection with the physiological conditions associated with certain rationed and specialised diets, with special reference to Kenya native tribes, which is closely related to the study of mineral deficiencies in the soil referred to above and which is likely to assist that general investigation.

*Banana Research.*

27. On the recommendation of the Imperial Economic Committee, the Board has made a capital grant up to £5,774 and a maintenance grant for five years up to £3,806 per annum to the Imperial College of Tropical Agriculture, Trinidad, for the prosecution of research into the production of a variety of banana immune to Panama disease, and for investigation into the transport of bananas under cold storage conditions. Such research is of great importance to the banana-growing areas of the West Indies, where Panama disease is prevalent.

28. The scheme, which the Board is assisting financially, provides for the introduction to Trinidad of varieties of bananas from different parts of the world in order that their suitability for commercial purposes and their resistance to Panama disease may be adequately tested. It is essential, however, that varieties from other countries should not be imported direct to Trinidad for fear of introducing diseases of the bananas not hitherto known in the West Indies; and, as a safeguard against this, a quarantine house has been erected at Kew, where the root-stocks imported from other countries may be grown and from which off-sets, certified free from disease, may be sent to Trinidad.

*Research into Metazoan Immunity.*

29. During the last year the Board has promised a grant not exceeding £3,000 per annum for a period of three years, to be matched by similar contributions by the Liverpool School of Tropical Medicine, for the further prosecution of research work, started in its West African laboratories at Freetown, into what is scientifically known as "metazoan immunity". The success of this laboratory in producing in experimental animals immunity to the larva of a fly causing myiasis suggests a possible line of attack in the prevention of many diseases of animals and even of human beings. Sierra Leone is well suited for carrying out metazoan research since metazoan diseases, as a whole, occur much more frequently in the Tropics and cause greater losses there than in temperate zones.

30. The Board has lately received from Mr. Buchanan-Smith of the Animal Breeding Research Department, Edinburgh, who visited West Africa at the charge of the Empire Marketing Fund, a report upon certain aspects of the tse-tse fly problem. It is not generally recognised that along the West African coast there has been established a breed of cattle which is able to live and flourish in the midst of the "fly-belt". The scientific interest of this fact is very great, and there is a possibility that in these "Pagan" cattle an economic asset of high value exists.

*Cattle Feeding Experiments in Palestine.*

31. During the last year an interesting experiment in calf-rearing in Palestine has been conducted in consultation with the Rowett Research Institute, Aberdeen, and at the joint charges of the Zionist Organization and the Empire Marketing Fund which each contributed £1,900. This experiment showed that calves could be reared in Palestine much more economically than is possible by the methods hitherto locally accepted. A demonstration of its successful results, held at Herzlia and Afule in March, attracted considerable local attention.

32. In view of the success of this experiment the Board has sanctioned a further grant of £3,000 towards the continuance of the investigation. A like sum is being contributed by the Zionist Organization. It is proposed to conduct a further investigation of modern calf-rearing methods and also to extend the experiment to include tests on similar lines with milk cows and beef cattle of local breeds.

*Export of Pedigree Live Stock.*

33. Effect has been given to the recommendation of the Imperial Economic Committee that grants should be made out of the Empire Marketing Fund to assist the export of pedigree live stock from the United Kingdom to oversea parts of the Empire.

34. A Quarantine Station, situated at the East India Dock, London, built and managed by the Royal Agricultural Society of England in close consultation with the Ministry of Agriculture and Fisheries upon the strength of a grant from the Empire Marketing Fund, was opened by Mr. Amery on the 4th April, 1928. This Station is designed to enable the export of pedigree cattle from the United Kingdom to take place at times when export would otherwise be impossible owing to the sporadic outbreaks of foot-and-mouth disease in the country.

35. As regards contributions from the Empire Marketing Fund towards the transport charges of exported pedigree stock, the Board, in September, 1927, invited oversea Governments to frame schemes in accordance with their local needs on the basis of equal contributions by themselves or their Breed Societies on the one part, and the Empire Marketing Fund on the other. In response to this invitation the Government of Kenya has submitted a scheme, which the Board has approved, for the import into the Colony during 1928 of approximately 150 head of cattle, 15 sheep, and 40 swine. The Board has promised to reimburse the Kenya Government half their actual expenditure on freight, etc., charges, in respect of the year 1928, up to a maximum figure of £3,000.

*Fruit Production.*

36. A grant up to £1,500 for capital expenditure, and up to £1,500 per annum for a period of five years, has been promised towards the establishment in Sierra Leone of an experimental fruit farm for the purpose of testing the economic cost of growing and shipping bananas and grape fruit grown in that Colony. Both the capital and maintenance grants will be matched by like amounts by the Sierra Leone Government.

37. The Government of Fiji have been promised a grant of £750 per annum for two years for work on the improvement of methods of cultivating, handling, drying, and grading copra; and a memorandum prepared by the Economic Botanist at Kew, indicating the lines upon which these problems could best be attacked, has been sent to the Government of Fiji for guidance.

38. In August, 1927, the Board, with the consent of the Transvaal University College, Pretoria, invited Professor H. Clark-Powell, a citrus expert of high standing, to investigate the problems relating to citrus fruit



cultivation in the various citrus-producing countries of the world. Professor Clark-Powell is now completing his journey, and before his return to South Africa in February, 1929, he will have visited Zanzibar, Palestine, Cyprus, the British West Indies and British Honduras, Nigeria, the Gold Coast, and Sierra Leone as well as California and Florida. The South African Co-operative Citrus Exchange have made a contribution towards the cost of the tour, which is otherwise being borne by the Empire Marketing Fund, and on the conclusion of his tour Professor Clark-Powell will present a full report to the Board, which will, in the first instance, be made available to all Governments of the Empire interested.

39. Following Professor Clark-Powell's visit to Palestine, an offer of a grant not exceeding £1,000 for three years has been made to the Palestine Government towards the cost of engaging a citrus specialist and one or two competent assistants to devote their whole time to problems of citrus cultivation and marketing. This offer has been accepted by the Palestine Government, who have undertaken to provide an equal amount from their own funds.

40. Professor Clark-Powell, after visiting British Honduras, strongly recommended the appointment of an agricultural officer with experience of citrus fruit cultivation in connection with the establishment of an export trade in grape fruit from that Colony. The Board has promised a grant not exceeding £280 per annum for a period of three years towards the salary of this officer who has now been appointed.

#### *Examination of Cargoes and Experimental Shipments.*

41. The examination by the Board's botanical officers of incoming cargoes of Empire fruit is of interest to the Colonies as well as to the Dominions. The Board's officers are stationed at the ports of London and Liverpool, where they take observations in the ships' holds. Cases of fruit are examined and samples are followed to the retail shops for further examination there. If the examination at the port indicates this to be desirable, specimens of the fruit are despatched to the Cambridge Low Temperature Research Station for laboratory examination. Arrangements are being developed to secure pre-shipment records of some of the fruit coming under examination, so that, by the possession of a complete log of the fruit, including a record of the orchard and of weather conditions, etc., the fullest value may be derived from the investigations.

42. Work of this nature was undertaken in the case of the shipment of Jaffa oranges last winter, when its scope was extended at the request of the Palestine Government. By the courtesy of the Government of the Union of South Africa, the Board was able to secure the loan of the services of one of its officers who, with a botanical officer of the Board, was present in Palestine during the early months of this year. Consignments of Jaffa oranges were examined at London, Liverpool, Manchester, Hull, and Glasgow, with the aid of pre-shipment records, supplied by the Board's officers in Palestine, and detailed experiments as to colouring and other factors were carried out.

43. The Board received from the Palestine Government in the summer of 1927 a request that their officers should supervise and report upon the shipment of a trial consignment of grapes from Palestine. This shipment, consisting of 660 cases, arrived in London on the 5th of August, when it was distributed in lots of 50 cases to different markets in the country. Five cases were sent to the Low Temperature Research Station at Cambridge and five were retained for examination by the Board's officers.

44. The Board prepared a report for the Palestine Government which indicated that Palestine grapes, if shipped and transported under certain

conditions, would probably prove suitable to the home market, and defined the various causes which had affected the success of the experimental shipment. This report has since been printed by the Palestine Government. A like trial was also made with a case of Palestine shaddocks, a fruit akin to the grape fruit, as a result of which experiments on the possible use of the peel in candied form and on the extraction of pectin are proceeding. The experimental shipment of Palestine grapes has been repeated during the past summer, and a report is about to be sent to the Palestine Government.

45. Information has been supplied on request to the Governments of Zanzibar and Kenya on the picking and packing of pine-apples, and trial shipments are proceeding. Shipments of grapes, oranges, and fruit pulp from Cyprus and of oranges from Zanzibar have been examined and reported upon, and reports are to be made during the coming summer on hazel nuts from Cyprus, to test their suitability for the needs of the confectionery trade.

46. The Board's employment of a small botanical staff, the close working arrangements made between that staff and the Cambridge Low Temperature Research Station, and the ready assistance of the shipping companies, the port authorities, and the fruit trade have provided a valuable opportunity for testing in this way the export possibilities of Empire products not hitherto shipped to the United Kingdom. The Board recently communicated with all Empire Governments likely to be interested, drawing their attention to the facilities for such tests which the Board's machinery now provided, and indicating the lines on which any such trials should be planned and conducted. It would welcome enquiries from oversea Governments on the subject.

47. These systematic investigations will, it is believed, do much in time to reduce in the case of Empire fruits the great wastage which at present occurs, to the detriment of producer and consumer alike, in the imported fruit supplies of the United Kingdom.

#### *Mechanical Transport.*

48. The problem of mechanical transport in the less developed regions of the Empire was considered at the Colonial Office Conference in 1927, and subsequently by a special conference convened by the Empire Marketing Board. The recommendations put forward by these conferences have recently been examined, at the instance of the Board, by a Sub-Committee of the Committee of Civil Research, and a programme of work outlined, involving the expenditure of £120,000 over a period of five years. The Board has agreed to contribute one half of this sum, on the understanding that the remainder is subscribed by the Governments of the countries concerned. The object of the experimental work contemplated, which it is hoped to initiate at an early date, is the production of a new type of roadless motor transport which can operate at a considerably lower cost per ton-mile than the types of lorry transport at present in use.

#### *Personal Intercourse.*

49. The Board has taken the opportunity of the presence in this country of Colonial officials to discuss with them the work of the Board and the possibilities of co-operation with their own particular Colonies; and members of the Board and its officers have been active in establishing an acquaintance with conditions in the Empire overseas. Mr. Ormsby Gore, the Board's Vice-Chairman, and Mr. Lloyd, its Assistant Secretary, have recently visited Malaya and Ceylon. Major Elliot, Chairman of the

Research Grants Committee, has visited, on separate occasions, Palestine and the West African Colonies, and Sir Edward Davson took the opportunity of a visit to the Union of South Africa to visit on the Board's behalf Northern Rhodesia, Nyasaland, the Tanganyika Territory, Zanzibar, Kenya, and Uganda. Mention has already been made of the oversea visits of Dr. Hill and Mr. Sampson of Kew, and, in addition, grants from the Empire Marketing Fund have assisted Dr. Orr, Director of the Rowett Research Institute, Aberdeen, to visit Kenya, Palestine, and Ceylon, and Sir John Russell, Director of the Rothamsted Experimental Station, to pay two visits to Palestine.

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## PART II.—STATEMENT OF PROGRESS AND DEVELOPMENT IN THE VARIOUS GROUPS OF DEPENDENCIES.

### A. WEST AFRICA.

#### 1. Nigeria.

Since 1924 the outstanding development work in Nigeria has been the completion and opening to the public service of the Eastern Railway from Makurdi to Kaduna with its branch to the tin mines. As a result a total of over 300 miles of new line has been thrown open to traffic, and the mileage of railway in Nigeria raised to 1,600. A vigorous programme of railway construction was being investigated even before the completion of this railway, and further branches are under construction, one running eastwards from Kano for about 140 miles and one north-westwards from Zaria in the direction of the country round Gusau and Kaura-na-Moda. Surveys for other branches have been carried out, and construction may be begun in several directions as soon as the lines on which work is now proceeding are finished. The construction of the largest bridge in Africa has been sanctioned in connection with the Eastern Railway. It was at first hoped to work the trains across the River Benue by means of a train-ferry, but shifting sand-banks began to cause alarm, and it was eventually decided that the construction of a bridge was a necessity. The work has been entrusted to Messrs. Arrol and Sons, and the cost will be just under £1,000,000. The bridge is designed to serve not only as a railway bridge but as a road bridge as well in order to supply a very necessary link between the roads north and south of the Niger and Benue. The Nigerian Government has also embarked upon an active policy of road construction, the goal aimed as being between 400-500 miles of new first-class road each year. In the financial year 1924-25 the sum provided for road maintenance was £50,000. In the current year no less than £126,000 was provided for that purpose, so that the provision has increased by two-and-a-half times. The way in which roads have developed the trade of the country is shown by the imports of motor-cars and motor spirit. In 1924, 971,000 gallons of petrol were imported and in 1927 the total had risen to 3,268,000 gallons. Indeed, to such an extent is the consumption of petrol increasing in West Africa that some of the great oil companies are busily preparing a bulk depot and filling station at Lagos. The number of cars and lorries imported is rising rapidly, and in 1927 1,869 cars and lorries entered Nigeria. It is interesting to record that the Morris firm supplied more vehicles than the Ford.

The completion of the new wharves at Apapa has done much to improve the facilities of the Port of Lagos, but the main work there must for many years be the carrying-out of the programme

laid down by the Engineers. At Port Harcourt, Nigeria's other main outlet, a new installation has been provided to deal with exports of coal. It is hoped that this will come into operation in the early part of next year.

Development activity in Nigeria has been fostered in many ways. Since the completion of the electric light and power station at Lagos, electric light schemes have been considered for other main centres, and during the past three years schemes have been sanctioned and are now under construction for Port Harcourt and Kaduna, while others are being actively investigated. Water supplies have been installed or are under construction at Oyo, Port Harcourt, Enugu, Kaduna, Kano, and other places.

Agriculture is the mainstay of Nigeria's prosperity. Government attention is devoted largely to endeavouring to improve gradually the native crops and the native methods of agriculture. Experience has shown that it is by no means always wise to attempt to introduce new methods or to induce the Nigerian farmer to attempt to grow new crops. A research station has been at work at Ibadan for several years and in 1926 sanction was given for the establishment of a second laboratory and research station in the Northern Provinces near Zaria. Perhaps the outstanding feature of the work of the Agricultural Department has been the successful introduction of a new variety of native cotton adapted to the conditions of the Southern Provinces. The experiments which have proceeded since 1924 have, it is hoped, reached a successful termination, and cotton of this new type is now available for farmers. The main industry of Nigeria is still palm oil and palm kernels. The efforts of the Agricultural Department have been directed to inducing the native producer to improve the quality of his product, and various cheap forms of machinery have been devised to assist him. At the same time, in order to enable Nigeria to meet the situation created by the establishment of oil-palm plantations and a factory industry in the Far East, the Nigerian Government has prepared a scheme under which assistance would be given to firms which wish to erect modern machinery in the palm belt.

An active campaign of research has been instituted by the Veterinary Department of the Northern Provinces and has already met with substantial success in controlling the ravages of rinderpest. Research is now beginning to be directed towards the improvement of the stock thus rescued from disease.

In medical research great advances have been made. A special party has been engaged for the past three years on special work in connection with sleeping sickness and problems connected with the tsetse fly and its relations both to man and to animals. The staff of the Medical Research Institute, Lagos, has been more than doubled, though some difficulty is found in securing officers of the special types desired.

In the field of general administration an important step was taken in 1927, when sanction was given to the Governor's proposal

that the whole of the Southern Provinces should be brought into line and that native administrations should be set up throughout the entire region. This has involved the introduction of direct taxation in the Southern Provinces, half of which goes to the native administrations and half to the Government. The tax is small, ranging from 3s. to 8s. per adult male per year.

## 2.—Gold Coast.

During the period of years under review, work on the great new harbour at Takoradi has been carried on without interruption. The Harbour was formally opened in April, 1928, but its opening for traffic was delayed until December. It is now in full activity though Sekondi is still used for some commodities.

As regards railways, the Central Province Railway, running across country for a distance of 99 miles, has been laid out and carried to completion, while surveys have been made of two distinct routes for a railway to penetrate to the extreme northern frontier.

The mileage of roads maintained by the Public Works Department has been increased from 1,241 miles in 1924 to 1,700 miles, while the mileage maintained by the native communities has increased by a thousand miles in the same period. It is now possible by rail and motor to travel from one extremity of the Gold Coast to the other in five or six days without discomfort, and the number of stores and trading stations being opened up even in the remoter parts of the Northern Territories shows that in the Gold Coast trade rapidly follows communications.

The main feature of the Gold Coast is always its cocoa export. The crop now amounts to nearly half the entire world's output, and in 1926 231,000 tons were shipped.

The prosperity of the people leads to increased demands for assistance in many ways, more especially in the two directions of medical and sanitary work and of education. The Medical Department has shown itself fully alive to the need for increased activity: while in 1924 expenditure under the various medical heads amounted to £263,000, this had risen to £320,000 in 1928-29. Within the last two years an intensive campaign against leprosy has been instituted, while a special staff of European Lady Medical Officers deals with the various problems of child welfare at the main centres of population.

As regards education, the construction and opening of the Prince of Wales's College at Achimota probably represents the most far-reaching educational experiment in any part of the world in modern times. This College hopes to provide a secondary education on modern lines not only for the people of the Gold Coast but indeed for the people of West Africa generally. An immense sum of money (over £600,000) has been spent on this, and from the numbers of pupils who apply to enter and the enthusiasm of the staff there appears to be little doubt that it will achieve this object.

In the administration of the Gold Coast a very important change was made in 1925 when Provincial Councils of Chiefs were set up. At the same time, the Legislative Council of the Colony was remodelled and provision made for increasing electoral representation, though such representation must as yet be the exception rather than the rule. The Provincial Councils of Chiefs first met with some little opposition, chiefly due to misunderstanding. But the opposition now appears to be diminishing, and the Governor reports that the Provincial Councils continue to do valuable work.

### 3.—Sierra Leone.

The development of Sierra Leone has been hampered in recent years by the need for the strictest economy. Nevertheless a programme has been prepared for the construction of a number of roads which are necessary if the country is to be opened up. Sierra Leone is supplied with main arterial railways and the question is one of providing access to the railway for produce from the surrounding districts. In the Protectorate of Sierra Leone roads in the sense in which they are known in the Gold Coast and in Nigeria were largely unknown, but within the past four years some 200 miles of first-class road have been constructed and are available for motor traffic. A scheme has been prepared for linking up these roads and for the construction of pioneer roads which will, it is hoped, prove suitable for modern motor-cars adapted to rough country, and when the preliminary scheme now in progress has been carried out Sierra Leone will have quadrupled its road mileage.

A Geological Department was established in Sierra Leone in 1926, and the activities of the new Department have already resulted in discoveries of iron ore, gold, and platinum. It is not as yet possible to judge the economic value of these discoveries, but preparations are in hand for the energetic working of the iron deposit.

In the realm of agriculture the construction of a new agricultural college in the Protectorate at Njala was begun in April, 1926, and is now nearly completed. This college aims at turning out agricultural officers with a sound training and also giving the Education Department the necessary experience in agricultural methods. During the first three years, efforts have been made to encourage the cultivation of swamp rice with the object of giving economic value to what have been considered waste and uncultivable tracts of territory. A research division has been established in the Agricultural Department, and work has been carried out on investigations of local problems.

One of the amenities of Freetown, the capital, is the Hill Station, and a special railway was constructed many years ago to transport residents to and from their work. With the construction of an improved motor-road the railway's usefulness has departed, and approval has now been given for the abandoning of the railway

service and its replacement by a motor-omnibus service from Freetown to the Hill Station.

As regards general administration, the outstanding feature in Sierra Leone has been the abolition of the last trace of slavery. This was due to the discovery of an unexpected flaw in the Colony's legislation. Among the inhabitants of the Protectorate what is called, quite irregularly, "domestic slavery" had been in existence and an Ordinance was passed in 1926 which it was believed abolished even this. In the summer of 1927, however, the Full Court delivered a judgment which held that the status of slavery was recognised by law. Measures were immediately taken to remedy the oversight, and the last trace of slavery was abolished by a special Ordinance passed in September, 1927, with effect from the 1st January, 1928.

#### 4.—Gambia.

The Gambia is a small strip of territory alongside the river of the same name and is virtually an enclave in French West Africa. Like Sierra Leone it is wholly agricultural, and its prosperity depends almost entirely upon the crop of groundnuts. Recent financial returns are as follows :—

<i>Year.</i>					<i>Revenue.</i>	<i>Expenditure.</i>
					£	£
1924	...	...	...	...	208,613	203,635
1925	...	...	...	...	189,086	271,836
1926	...	...	...	...	214,181	213,643
1927*	...	...	...	...	232,423	281,760
1928†	...	...	...	...	241,821	281,474

\* Revised estimates.

† Estimates.

Of the expenditure, £50,000 was an appropriation to form a reserve fund to meet possible contingencies.

The conditions for the Gambia being what they are, endeavours to develop it consist almost entirely of agricultural work and investigations of various kinds in connection with the staple crop of the Colony. A new agricultural station has been established at Cape St. Mary, and the Director of Agriculture with his staff has done much good work in investigating matters affecting the groundnut crop and in endeavouring to introduce improved methods of handling.

In the Protectorate, roads are being constructed in places where they are likely to be beneficial, but the river provides an excellent navigable waterway from one end of the Gambia to the other. On it the Government maintains two steamers and a large motor-yacht.

An electric lighting scheme has been completed for the town of Bathurst, and the town is now lit in the most modern style. Work



is being conducted on reclamation of the low-lying swamp areas adjacent to the town, and it is hoped that substantial progress will be made in view of the more powerful dredgers working at it. Bathurst already has a water supply.

### 5.—St. Helena and Ascension.

The revenue of St. Helena is insufficient to meet its expenditure, and the Colony is dependent on grants-in-aid from the Imperial Treasury for any development works of a special nature; in consequence many projected works of development have to await the provision of funds. Work is in progress on the repair and reconditioning of the principal Government buildings, including the Governor's residence at Plantation, and the Castle and Civil Hospital at Jamestown. It is hoped during the current year to carry out improvements on the roads, thereby rendering the introduction of motor-transport possible. Improvements are also being carried out in the water-supply, both for the service of the Island and for the supply of water to shipping. Arrangements have been approved for a visit from an engineer of standing to advise on these questions. A horticultural officer has been appointed, and it is hoped in the near future to take steps for the development of agriculture and forestry in the Island.

The main industry is the cultivation of "New Zealand flax," and varying quantities of fibre and tow have been regularly exported.

At Ascension, concessions have been granted for the working of phosphates, guano, and lava, and for the curing of fish, though operations have not yet reached a large scale.

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## B.—EASTERN AND CENTRAL AFRICA.

### *General.*

The Parliamentary Commission to East Africa, under the Chairmanship of Mr. Ormsby Gore, reported in 1925,\* and subsequent development has been largely influenced by its recommendations. The Report drew attention to the desirability of greater co-operation between the various British Administrations in East Africa, and in this respect has had important consequences. In 1926 a Conference of East African Governors was instituted, with a permanent Secretariat, the first meeting being held at Nairobi in January of that year. In the same year other Conferences were held at Nairobi, one of which was attended by the legal officers of the Governments, another by agricultural, veterinary, and other scientific officers. As a result of these Conferences greater

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\* Cmd. 2387.

uniformity has been achieved in many matters, such as the legal codes and the conditions of service of European officers, whilst a stimulus was given to collaboration amongst those engaged in scientific research.

In 1927, His Majesty's Government appointed a Commission, under the Chairmanship of The Right Hon. Sir E. Hilton Young, G.B.E., D.S.O., D.Sc., M.P., to visit East Africa and enquire into the possibility of federation or other means of closer co-ordination between the several British Governments in Eastern and Central Africa.\*

In 1925 the Eastern African Dependencies Trade and Information Office was opened in London at Royal Mail Buildings, Cockspur Street. The objects of this Office are to furnish information regarding East Africa to all those interested, whether from the point of view of trade, settlement, or travel.

The Palestine and East Africa Loans Act, passed in 1926, authorises a guarantee by His Majesty's Government in respect of loans up to £10,000,000 to be raised by the Governments of Kenya, Uganda, Northern Rhodesia, Nyasaland, and the Tanganyika Territory for the following purposes :—

- Railways ;
- Harbour construction and port improvements ;
- Roads and other development works, including scientific research.

## 1.—Kenya, Uganda, and Zanzibar.

### I.—GENERAL.

**Kenya.**—The native councils which were created in 1924 have proved their utility, and afford an excellent means of interesting the natives in the government of the country. They have voted considerable sums for education, veterinary and forestry services, etc. The boundaries of the Native Reserves were gazetted in 1926, and a Bill has been framed to provide for the vesting of the control and management of the land in the Reserves in a Native Lands Trust Board. The position as regards native labour has, on the whole, greatly improved during the last few years. The Government has in contemplation a scheme for further land settlement. A number of important enquiries have been completed, notably a Commission under Mr. Justice Feetham of South Africa, to report on schemes for Local Government in Nairobi and Mombasa. In Nairobi and other centres important public works have been undertaken, the services of Sir Herbert Baker having been employed as Architect.

The Turkana Province, formerly part of Uganda, was incorporated in Kenya in 1926. An important step towards solving the

\* The Report of the Commission has been presented to Parliament (Cmd. 3234).

question of frontier raids is the acceptance in 1928 by the Abyssinian Government of liability for compensation in respect of damage done by raiders.

**Uganda.**—Uganda experienced a “boom” year in 1925, when its exports exceeded £5,000,000, but this has been followed by a period of depression due to the fall in cotton prices and the partial failure of the crop. There is, however, reason to believe that the set-back is only temporary. Tin mines have recently been opened in the Western Province, and prospecting for oil is in progress around Lakes Edward and Albert.

**Zanzibar.**—In addition to the fall in the price of cloves, its staple crop, Zanzibar has to face increased competition from other clove-producing countries and also from synthetic substitutes for clove oil. Careful consideration is, however, being given to the organization of the clove industry and to the development of other resources.

On the death of Sir Robert Coryndon in 1925, the arrangement by which the Governor of Kenya also held the Office of High Commissioner for Zanzibar was terminated, the latter office being abolished. The British Resident at Zanzibar is now responsible directly to the Secretary of State for the Colonies.

By the Zanzibar Councils Decree, 1926, the Sultan created Executive and Legislative Councils for the Protectorate.

## II.—FINANCE AND TRADE.

The following are comparative figures of the estimated Government revenue for 1924 and 1928 :—

	<i>Kenya.</i>	<i>Uganda.</i>	<i>Kenya and Uganda Railway.</i>	<i>Zanzibar.</i>
	£	£	£	£
1924 ...	1,932,172	1,007,394	(1924) 1,386,032	416,308
1928 ...	2,859,404	1,369,200	(1927) 2,278,660*	538,392

\* Plus £153,256 revenue from Mombasa Port.

The proceeds of the loan of £3,500,000 voted by Parliament in 1924 were devoted to the extension of communications. In November, 1927, Kenya successfully floated a loan in London of £5,000,000 5 per cent. stock (out of which the Parliamentary loan has been repaid), and a further loan of £3,500,000 4½ per cent. stock was raised in May this year. With the concurrence of the Treasury, the Government of Uganda is to take advantage of the Palestine and East Africa Loans Act, for important works including the extension of the Railway from Jinja to Kampala, water-supply in Kampala and elsewhere, improved road communications, and a Human Trypanosomiasis Research Institute.

In 1927, by the abolition of duty on goods re-exported from Kenya and Uganda to Tanganyika and vice versa, the last obstacle to complete free trade between these countries was removed.

The principal articles of export from Kenya and Uganda are cotton, coffee, maize, and sisal; and from Zanzibar, cloves.

The following tables summarise the trade position in the years in question :—

(a) IMPORT AND EXPORT TRADE.

	IMPORTS.			DOMESTIC EXPORTS.		
	<i>Kenya.</i>	<i>Uganda.</i>	<i>Zanzibar.</i>	<i>Kenya.</i>	<i>Uganda.</i>	<i>Zanzibar.</i>
	£	£	Rupees.	£	£	Rupees.
1924 ...	4,038,914	1,975,307	29642000	2,239,614	3,897,395	18746000
1925 ...	4,195,724	2,677,764	27510000	2,724,629	5,097,215	20138000
1926 ...	4,197,657	1,964,174	24503000	2,414,341	3,596,045	15203000
1927 ...	4,947,569	1,819,961	23615000	3,086,916	2,310,300	16496000

(b) PERCENTAGE OF IMPORTS FROM AND EXPORTS TO GREAT BRITAIN.

(Kenya and Uganda only.)

			1924.	1925.	1926.	1927.
Imports...	...	...	39·90	38·06	37·12	38·34
Exports...	...	...	42·80	56·40	49·50	47·40

### III.—COMMUNICATIONS AND TRANSPORT.

By the Kenya and Uganda (Transport) Order in Council, 1925, the railways, steamer services, and harbours of Kenya and Uganda were vested in a High Commissioner, under whose authority the communications of the two countries are directly administered. The Office of High Commissioner is held by the Governor of Kenya for the time being.

The development of communication has been rapid. The main line now runs through to the Nile and Lake Victoria, the first train to Jinja having been driven through by the High Commissioner in January, 1928. The extension of the line from Jinja to Kampala, the commercial capital of Uganda, has been authorised. By means of the Lake Kioga and Lake Albert steamer services and the Masindi Port- -Butiaba motor service, the Railway administration maintains through communication with the Belgian Congo and the Sudan, while a branch from the main line at Tororo towards Soroti, which will eventually cover the same area, is already open as far as Mbale. Several branch lines feeding development areas and native reserves have been opened in Kenya. Two deep-water wharves are now available at Kilindini; two more are under construction and the construction of a fifth has been authorised. Road construction has been continuously undertaken both on the mainland and in Zanzibar and Pemba.

On the 14th June, 1928, a direct wireless service, known as the Kenya Radio, was opened between this country and Nairobi, serving both Kenya and Uganda.

## IV.—RESEARCH.

An International Sleeping Sickness Commission under the auspices of the League of Nations was at work in Entebbe from January, 1926, to June, 1927. Arrangements have been made for the continuance of its work by British scientists under Dr. H. Lyndhurst Duke, O.B.E., Deputy Director of Laboratory Services, Uganda, who also presided over the International Commission.

The Agricultural, Veterinary, Entomological, and Mycological Conference held at Nairobi in 1926 was attended by representatives not only from British East Africa, but from South Africa, the Empire Cotton Growing Corporation, and dependencies of other European Powers.

A number of distinguished experts have been called in to advise the Government of Kenya, among them Professor Sir Rowland Biffen of Cambridge, who was invited to study the possibilities of producing types of rust-resisting wheat.

## V.—SOCIAL SERVICES.

Great efforts have been made throughout the years since the war to increase and improve the educational, medical, agricultural, and veterinary services and to bring them into closer relation with native needs. Notable landmarks in educational development have been the opening of Makerere College for natives in Uganda, and of the Jeanes Training School for Native Teachers in Kenya. The stimulus given by the visit of the American Phelps-Stokes Education Commission in 1924 has been actively maintained, and the figures given below indicate the increased efforts which have been made since 1924 to provide adequate social services of all kinds :—

	<i>Amounts provided in</i>	
	<i>Estimates.</i>	
	1924.	1928.
	£	£
(1) MEDICAL.—		
Kenya ... ..	126,943	206,601
Uganda ... ..	116,513	154,658
Zanzibar ... ..	37,561	51,679
(2) EDUCATION.—		
Kenya ... ..	63,399	168,546
Uganda ... ..	20,839	51,385
Zanzibar ... ..	9,850	20,596
(3) AGRICULTURAL AND VET-		
ERINARY.—		
Kenya ... ..	87,659	145,768
Uganda ... ..	49,037	62,886
Zanzibar ... ..	68,472	100,630

## 2.—Tanganyika Territory.

Tanganyika has shown striking development in all directions. The country had been devastated by war, famine, and pestilence and needed generous assistance from the Imperial Exchequer when it first came under British administration. In 1923-24 the total revenue was £1,315,188, and the deficit, met by Imperial loan, was £92,220. In 1927-28, the revenue was expected to reach £2,377,700, and to yield a surplus available for permanent public works of over £200,000, after paying interest and sinking fund on all loans for development from Imperial funds. The volume of trade increased from £4,757,930 in 1924 to £7,112,640 in 1927. Transit trade with the Belgian Congo increased in the same period from £693,092 to £1,493,010.

The general economic development of the Territory is reflected in the large increase in exports of all kinds. Its exports of sisal (the chief export of the Territory) reached a total of 33,012 tons in 1927 (to the value of £1,160,735) as compared with exports of 18,428 tons in 1924 and 20,834 tons in 1913. Exports of cotton, almost wholly a native crop, have tended to fluctuate owing to changes of prices and uncertain weather conditions; but a record total of 109,450 centals of pounds was exported in 1926 and 88,272 centals of pounds were exported in 1927. There have been large increases in the export of coffee, which is grown both by natives and by non-natives. In the areas in the Southern Highlands recently thrown open for European settlement, experiments are being made in the cultivation for export of tobacco, tea, and maize.

A large part of the Territory's wealth consists in the stock, numbering nearly 5,000,000 head, held by native tribes, some of whom, like the Masai, are purely pastoral. Great efforts have been made by the Government Veterinary Department to improve the quality of the stock and to eradicate disease. The campaign against rinderpest, which, during and immediately after the War, threatened to exterminate the whole of the native stock, has, in particular, proved most successful, and the ultimate suppression of the disease is in sight.

European settlement has steadily developed. In particular, areas amounting to nearly 200,000 acres of land in the Iringa Province, which were previously lying idle and were used by no one, have been leased during the last three years for non-native occupation. Occupation is limited to areas of not less than 2,000 acres in order to avoid the possibility of an influx of settlers with inadequate capital. A large area of unused land has also been leased on the lower slopes of Mounts Meru and Kilimanjaro.

Mining is developing steadily. Gold, diamonds, mica, salt, ochre, and garnets are already being worked; while coal and copper deposits are under investigation.

Much of this general economic development has been made possible by the provision of improved transport facilities, which

are being financed, for the most part, from the East African Guaranteed Loan. Foremost amongst these is the extension of the Central Railway from Tabora to Mwanza, 238 miles away on Lake Victoria. This extension, which was completed in August, 1928, gives the rich and populous country between Shinyanga and Mwanza direct access to the sea, and is the first link between Victoria and Lake Tanganyika. An especially pleasing effect of the new line is that it has permitted a reduction of the small military force maintained by the Territory. The Tanga-Moshi line in the north of the Territory is being extended to Arusha, and will tap a rich coffee area. The whole of the railway system has been re-equipped with new workshops, rolling stock, etc., while large sections of the permanent track have been relaid with heavier material. In addition, surveys have been made of routes for two projected further extensions of the Central Railway—one from Manyoni to the Iramba Plateau, and the other from Dodoma towards the Rhodesian border in the south-west through the Southern Highlands.

The facilities for the handling of cargo, etc., at Dar-es-Salaam Harbour have been greatly improved by the extension of existing wharfage and the provision of new cranes. In addition, surveys of the Harbour have been made with a view to the adoption of extended schemes of reclamation and construction of further wharfage. A regular steamship service is now maintained on Lake Tanganyika by the s.s. "Liamba," a German vessel sunk in the lake during the war, which was subsequently salvaged and reconditioned.

A programme of road development of some hundreds of miles in extent, as approved by the Guaranteed Loan Committee, has been carried out; and this has made possible a great diminution in the use of native portage, a wasteful and unpopular system of carriage.

Political development has also been notable. A Legislative Council, on which there are seven Unofficial Members, has been established; the Territory has been re-organized on a provincial basis; and a complete system of indirect administration through Native Courts and Native Councils has been set up. This system has proved highly successful in working. The native authorities deal with such matters as local road, agriculture, stock improvement, prevention of disease, etc. Minor criminal and civil cases are disposed of in the Native Courts; while each native authority has its own Treasury which controls expenditure. It has been found that the native authorities command public confidence, and that their institution has led to an increased sense among the native peoples of responsibility for their own welfare, especially in matters of public order, education and medical services. In consequence, crime has decreased and reductions have been made in the Police Force.

Thanks to the increased funds at its disposal, it has been possible for the Government largely to increase the provisions made for education, medical, and other social services. The European Education staff has been increased, and works in the closest co-operation with the education authorities of the Missions, who now receive increased grants-in-aid from Government funds. An Educational Code was drawn up after consultation with mission authorities and was first introduced in 1928. Advance in education has led to the formation of an African Civil Service with established terms and regular promotion; while increasing numbers of skilled artisans are becoming available both for private and for public work.

In medical work special attention has been given to the training of Africans as dispensers, sanitary officers, and medical assistants; while continuous efforts have been made in the investigation and eradication of native diseases, such as yaws. A special staff is at present undertaking the intensive study of the health of a particular tribe in the Kahama area, in the endeavour to obtain some reliable statistics as to native development, etc. A Labour Department was formed in 1926, with the object of watching over the conditions under which native contract labour is employed. Two valuable reports have been published by this Department, and labour-camps have been established for the assistance of natives travelling to or from employment.

The problem of combating the advance of the tsetse fly has engaged the serious attention of the Government. A special research staff of nine scientists has been appointed and is engaged on a detailed investigation of the habits of the fly with a view to determining the methods likely to succeed in checking its advance. The Veterinary Pathologist has been seconded for special research work on the possibility of producing, by injection or other means, certain breeds of cattle which will be immune from trypanosomiasis. Extensive measures of bush-burning and land-clearing have been undertaken in the Shinyanga district; a large area has been freed from the fly by this means, and is once more occupied by native stock.

It was decided in 1926 that the former German Agricultural Research station at Amani (in the Tanga district in the north of the Territory) should be re-opened as a Research Station for the whole of the East African Dependencies, to be maintained by contributions from each of the Governments concerned. A Director was appointed towards the end of 1926, and, after making a tour of investigation throughout the East African Dependencies, he submitted a scheme for the re-establishment and future working of the Station, which has been adopted. A staff of twelve officers has been appointed and is at work at the Station. Considerable progress has been made in the preliminary work of re-construction and re-equipment; and a comprehensive programme of research has been begun.



### 3.—Nyasaland.

The progress of Nyasaland has been seriously hampered up to the present by expensive and irregular communications with the rest of the Empire, one factor in which is the absence of a bridge or other means of maintaining uninterrupted railway communication for expeditious transit of goods across the Zambesi River to Beira. This question has seriously engaged the attention of His Majesty's Government during recent years, and in 1926, on the recommendation of the East African Guaranteed Loan Advisory Committee, a special Commission was appointed to report on the possibility of constructing a bridge across the Zambesi, of extending the existing railway system from Blantyre to Lake Nyasa, and generally on the economic possibilities of the Protectorate. In the light of the information thus obtained a survey for the proposed railway extension was carried out during 1927, and in 1928 a further examination of the proposed bridge site was made by experts. The results of this investigation are now being studied.

A programme of road development financed from Guaranteed Loan funds was also commenced in 1927, the completion of which will occupy three years.

The need for developing social services in the Protectorate has not been lost sight of and the provision of increased funds for these objects is now under active consideration with the Treasury. An Education Code has been introduced and has been adopted by the missionary societies, to whom increased grants-in-aid for educational services are now being made by the Protectorate Government. Since 1922 the European population has increased by twenty per cent., while the taxable income of the community has been nearly doubled.

Owing to the impetus given by the stabilization of British preference for Empire-grown tobacco at 2s. per pound, a satisfactory development has taken place in the production of tobacco, exports of which increased from 7,044,175 lb. in 1924 to 15,466,032 lb. in 1927. Though a slump has seriously affected the market for bright leaf tobaccos, dark tobacco has continued to be absorbed fairly readily. The total volume of trade has increased from £1,131,711 in 1924 to £1,899,330 in 1927, while in that year exports exceeded imports by £22,408, whereas in 1926 imports had exceeded exports by £119,968.

A permanent Geological Survey has been established, which has already made useful additions to water-supply and knowledge of local resources. As a result of the Survey's examination of mineral occurrences, a Syndicate is about to investigate fully a number of promising areas.

A gradual improvement in the financial position of the Protectorate has taken place in spite of the difficulties already referred to, and on the 21st December, 1927, there was a surplus balance of

£134,169 as compared with a deficit of £7,704 on the 31st March, 1924. Further information in regard to the financial position may be obtained from the figures in Appendix III.

#### 4.—Northern Rhodesia.

Northern Rhodesia was taken over from the British South African Company in 1924, and seems likely to become one of the most important mining centres in the Empire, especially as a source of copper.

The European population, which was 3,634 in 1921, is now about 6,000, and is increasing steadily: 1,016 Europeans having entered the Territory during 1927 to settle as compared with 740 in 1926 and 470 in 1925. Its increasing importance has been recognised by the introduction of an elective element into the Legislative Council. The first elections were held in 1926.

The mining industry is expanding, and employs each year an increasing number of European and native personnel. The construction of two branch railways from the main line to serve important mines is shortly to be commenced. The increase in the imports of the Territory from £662,642 in 1924 to £2,061,999 in 1927 was mainly due to importation of mining equipment.

Concurrently with the growth of the mining industry, the last four years have seen a considerable development in the tobacco industry, especially in the Fort Jameson area and in the farming districts adjoining the railway line. The grant of preferential treatment to Empire tobacco has done much to assist this industry, as also the campaign conducted by the Empire Marketing Board to induce consumers in this country to purchase Empire products, and, in spite of a temporary slump in the tobacco market, the future of the industry is full of promise. In this connection the recent investigations carried out by the Imperial Economic Committee in regard to the growth and marketing of tobacco in the Empire should prove of considerable assistance.\*

At present other agricultural production is chiefly absorbed either by local industries or by mining centres in neighbouring territories; the establishment of a Central Agricultural and Veterinary Research Station at Mazabuka, the construction of which was commenced in 1926 from funds to be provided from a loan under the Palestine and East Africa Guaranteed Loans Act, 1926, is an important step towards the development of agriculture in Northern Rhodesia. Experiments are being made at Mazabuka to obtain a cotton plant which will resist some of the diseases and insect pests encountered in the endeavours made during the last few years with the assistance of the Empire Cotton Growing Corporation to encourage the growing of cotton on a commercial basis in the Territory.

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\* See Ninth Report of the Imperial Economic Committee, on the marketing and preparing for market of Tobacco: July, 1928 (Cmd. 3168).

With Guaranteed Loan funds an extensive programme of road improvement and development was also commenced in 1926, and an interesting experiment is being made in carrying out an air survey of the Zambesi River and its larger tributaries with a view to investigating their possibilities as water-ways.

The general development of the Territory alluded to above is reflected in its financial progress. When Northern Rhodesia was taken over from the British South Africa Company it was necessary for His Majesty's Government to furnish annual financial assistance to the Protectorate revenues by way of a loan-in-aid from Imperial Funds. It has now been found possible to dispense with this assistance, and a portion of the loans so made has been repaid. The improvement in the financial position of the Territory has enabled approval to be given in 1927 for a revision of the salaries of European officers in the service of the Government to bring their salaries into general conformity with those paid by the Governments of the other East African Dependencies. The financial progress which has been achieved is illustrated by the figures of revenue and expenditure in Appendix III.

#### 5.—Somaliland.

The history of British Somaliland may be said to have begun afresh with the overthrow of the Mullah in 1920. Since that date, peaceful conditions have, for the most part, prevailed in the Protectorate, though, during recent years, the action taken by the Government of Italian Somaliland to disarm certain tribes under their jurisdiction has necessitated military measures of a precautionary character by the Somaliland Government in the neighbourhood of the frontier.

The nature of the country and the nomadic character of its inhabitants preclude any immediate or extensive agricultural development in the Protectorate. There has, nevertheless, been a tendency in recent years on the part of the natives in the western part of the Protectorate to begin to grow their own food crops, and the appointment of a Director of Agriculture has been made in order to afford them advice and assistance.

The main wealth of the natives consists of sheep, cattle, and camels, and the staple exports from the Protectorate are live-stock and hides. A small Veterinary Department, with a Veterinary Officer at its head, was set up a few years ago, and has been doing good work in dealing with stock diseases and in giving instruction as to the preparation of skins.

The development of the mineral resources of the country has received much consideration in recent years. A Government geologist has been appointed and has carried out a mineral survey in the Protectorate. Negotiations which have for some time taken place with a Company for the investigation and working of the oil deposits in the country have recently terminated in the conclusion

of an agreement. The mica deposits have also been investigated, and the grant of a concession for mining salt is in course of negotiation.

The revenue of the Protectorate is small, depending almost entirely on import duties, and the financial resources of the local Government are limited. It has, however, been found possible to undertake certain major public works during the past few years, including the construction in Berbera of a new hospital. This was opened in June, 1925. Extensive road construction has also been carried out, roads from Berbera to Hargeisa and from Burao to Erigavo in the east of the Protectorate being the more important of the new roads built. The construction of these new roads and the increasing adoption of motor vehicles have revolutionized transport arrangements in the Protectorate during the last few years.

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### C.—EASTERN AND INDIAN OCEAN.

#### 1.—Ceylon.

Ceylon, which has an area of 25,000 square miles and a population exceeding  $4\frac{1}{2}$  millions, claims the title of the premier Colony not possessing responsible government. Though the actual revenue of Ceylon has recently been surpassed by that of Colonies of a much greater area, in proportion to its size the Island stills holds a commanding position. During recent years Ceylon has enjoyed a period of unprecedented trade prosperity. The revenue has risen from approximately Rs. 102,000,000 in 1923-24 to an estimated total of Rs. 128,000,000 for 1928.

Ceylon is primarily an agricultural Colony. Its principal products are tea, rubber, and coconuts. The last covers the greatest area of cultivation, but in value of produce it has recently been surpassed by tea and rubber.

The export of tea has increased from 2,000,000 lb. in 1884 to 227,000,000 lb. in 1927. In value it is still the principal export, though it has been closely approached by rubber in recent years.

The rubber restriction scheme was in operation during the period under review up to the 1st November, 1928, when it was withdrawn. Exports of rubber in 1927 amounted to 53,000 tons as compared with 37,000 tons in 1924.

While tea and rubber are largely grown on estates owned by Europeans, the cultivation of the coconut palm is mainly in Ceylonese hands. The total value of the exports of coconut produce is now about Rs. 80,000,000 annually.

In view of the importance of agriculture, much research work into agricultural questions has been undertaken in Ceylon. The Rubber Research Scheme, which has been in operation for a number of years, is financed partly by Government and partly by private

subscription. The Tea Research Institute was established in 1925, funds being provided by an export cess on tea. Active investigation into the pests which attack the tea-plant has been continued. A similar scheme of research in regard to coconuts is in contemplation. The Agricultural Department has given much attention to the improvement of rice cultivation. Rice is the staple food of the masses, and, although it is cultivated on a considerable scale, there is still a very large importation from India and Burma. Problems of soil erosion have also engaged the attention of the Agricultural Department. The future of the tea industry depends largely on the solution of the problem of soil erosion and the increase of organic matter in the soil. Minor products grown on a considerable scale are cacao, cinnamon, and tobacco.

Under the guidance of the Government, Co-operative Credit Societies have been established throughout Ceylon on a considerable scale, and, although initial difficulties had to be overcome, a number of societies are now in a flourishing condition. Proposals for the establishment of a State Mortgage Bank are under consideration.

Plumbago mining has been an important industry in Ceylon. The export of plumbago in 1916 reached 668,000 cwt., but it has declined to one-third of that quantity in recent years. The industry has been in a depressed state owing principally to the fact that important consumers in Great Britain have preferred to use Madagascar plumbago. Efforts have been made, both by the Government and by private individuals, to find new markets for plumbago in the United States and other countries, and the Government have assisted the industry by waiving the export duty and other taxation.

Fishing is conducted on a considerable scale in the waters of Ceylon, and the Fisheries Department have conducted enquiries into the possibility of establishing a trawling industry.

The pearl fishery has in the past proved a valuable source of revenue to the Ceylon Government. No fishery has been held since 1925, and there seems no prospect of sufficient oysters being available in the immediate future. The pearl banks are under constant observation by the Fisheries Department.

There are few countries in which medical aid is more generously distributed by the State than in Ceylon. There are 96 Government hospitals with provision for 7,700 beds. The Legislative Council are continually pressing for the extension of hospital facilities. In recent years more attention has been directed to preventive medicine, and the Sanitary branch of the Medical Department has been greatly strengthened. Provision has been made for the grant of travelling scholarships for the training of members of the Department in co-operation with the International Health Board. A malariologist has been occupied for some years in investigating the serious problem of malaria in Ceylon. The researches of Dr. Philip, till recently Medical Officer of Health,

Colombo, into the incidence of plague have had important results. The treatment of ankylostomiasis has been actively carried on in conjunction with the International Health Board. Reference may be made to the treatment of parangi on a large scale by a number of itinerant Medical Officers. The Ceylon Government maintains an important Medical College providing a complete course of instruction required for the practice of modern medicine. The diploma of the College is recognised by the General Medical Council of the United Kingdom.

Work on the improvement of communications has steadily progressed. The new railway to Trincomalee has been completed and the extension to Batticaloa is nearing completion. The total mileage of the Ceylon Government Railways is nearly 900 miles. In addition, there is an extensive road system comprising over a thousand miles of metalled roads to which improvements are constantly being made as funds are voted.

Certain low-lying parts of Colombo were subject to periodical inundation, but extensive flood-prevention schemes executed by the Public Works Department have been very successful in improving the condition of these areas.

The Government hydro-electrical scheme has been the subject of several expert reports and has excited acute controversy. A very promising source of power has been selected at Laxapana Falls. Progress with the main works was suspended pending the engagement of a Chief Engineer to control the newly-created Electric Department, but it is hoped that an advance will now be made. Meanwhile, the electric lighting of Colombo has been taken over by the Government and contracts for an additional power-station are under consideration.

The oil-installation scheme in connection with Colombo Harbour has recently been completed by the duplication of the pipe-line for fuel-oil from the Depot to the Harbour, and in 1927 313 vessels were bunkered with a total quantity of 190,000 tons of fuel-oil.

A special Commission visited the Colony at the end of 1927 to enquire into the working of the existing Constitution. Under the Constitution granted in 1923, the Government, while remaining responsible for the administration, was unable to command a majority in the Legislative Council. A practice had arisen of discussing in the Council administrative questions which in normal circumstances would have been decided by a Government having the confidence of the legislature on its own responsibility. In a large number of cases, administrative questions were referred by the Council to special committees and commissions, a practice resulting in considerable delay and inefficiency. The Special Commission have made novel and far-reaching proposals for meeting the difficulties that have arisen. Their Report\* is now under consideration.

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\* Cmd. 3131.

Much consideration has been devoted to the foundation of a University in Ceylon, in expansion of the University College, in the establishment of which Sir Robert (now Lord) Chalmers took great interest. The College has made very satisfactory progress, but its conversion into a University has always been contemplated. The necessary funds for the provision of the buildings for a University have been voted, and it is hoped that a suitable site will soon be chosen, though this question of site has excited acute controversy. A Commission has been appointed to prepare a comprehensive scheme for the University, and the Colony has been fortunate in securing the services of Sir W. B. Riddell as Chairman of the Commission.

The question of temperance excites much controversy in Ceylon, where a system of local option has resulted in the progressive closing of numbers of taverns in certain areas.

The problems of local government have been actively debated. Changes in the constitution of the Municipal Council of Colombo have been under consideration. During the past four years, no new District Councils were established. A motion in the Legislative Council to extend the operation of local government throughout the Island was not carried, but the Government accepted an amendment providing for the appointment of a Select Committee of the Legislative Council to consider the working of Ordinances relating to District Councils, etc., and to make such recommendations as will make it possible to extend local self-governing institutions throughout the country. The report of the Committee is awaited.

## 2.—Mauritius.

Owing to the depressed condition of the sugar industry, due to falls in price and damage to the crops by cyclones, recent years have not been years of prosperity for the Colony. Revenue has fallen, and the volume of trade has decreased.

The depression in the sugar industry has, however, caused greater attention to be devoted to the development of subsidiary industries. Marked progress has been made with aloe-fibre and tobacco. At the same time, research work has been carried on with a view to checking diseases amongst the sugar-canes, to improving the quality of the canes, and to reducing the costs of production. A Sugar Industry Conference was held in 1927, from which valuable results are expected.

The Agricultural College was completed and opened in January, 1925. More recently, a Farm School has been established and a system of agricultural and forestry cadetships established. In the sphere of general education, a new secondary school is being opened at Port Louis in order to facilitate the expansion of the Royal College.

Harbour improvements, including the construction of a deep-water quay, have been in progress at Port Louis, and much con-

sideration has been devoted to the improvement and re-organization of the Government Railways.

Continuous attention has been given to questions of public health and sanitation. Campaigns against malaria and ankylostomiasis have been carried on, and various anti-plague measures have been taken, particularly the construction of a central rat-proof granary at Port Louis, which is now proceeding. Clinics for the treatment of tuberculosis and venereal disease have been established, and the organization and equipment of Government hospitals have been improved. Much work has also been done on the improvement and extension of water-supplies. The death-rate has fallen from 28.5 per 1,000 in 1923 to 25.3 in 1926.

Debates took place in the Council of Government in 1925 and again in 1927 on motions for constitutional reform. The question has been very carefully considered and certain minor reforms are under discussion.

### 3.—Seychelles.

The past four years have witnessed a steady increase in the prosperity of this Colony, attributable chiefly to the flourishing condition of the main agricultural industries, namely, the cultivation of coconuts and vanilla and the preparation of essential oils.

An expert adviser visited the Colony in 1926 to report on the development of the fisheries and marine resources. Measures have already been taken to give effect to certain of his recommendations.

Internal communications have been much improved by a thorough re-conditioning and extension of the roads.

A new Government Hospital at Victoria, very well equipped and built on up-to-date lines, was opened on 30th November, 1924.

## D.—FAR EASTERN AND PACIFIC OCEAN.

### 1.—Malaya.

*Constitution.*—Early in 1927 an important constitutional change was introduced in the Federated Malay States and embodied in an agreement between the Malay Rulers and the High Commissioner.

A greater measure of independence has been given to the separate States of the Federation by reserving certain services for purely State Budgets.

Changes have also been made in the constitution of the Federal Council. The Rulers have at their own wish retired from the Council, where their position, in view of their status as Sovereign Princes, was anomalous. In future they will be represented in the Council by the British Residents in their States.

Five new official members, the heads of the principal federal departments, have been added to the Council, and four unofficials, of whom three are Malays, one from each of the States which hitherto had no representative, and one, an Indian member to represent the immigrants from that country.



*Contribution to cost of the Singapore Base.*—In 1926, on the motion of H.H. the Sultan of Selangor, the Federal Council of the Federated Malay States voted a sum of £2,000,000 sterling over a period of five years towards the cost of the Singapore base. This further evidence of the loyalty and affection which bind the Rulers and people of the Federated Malay States to the Empire has evoked the warm appreciation of His Majesty's Government.

*Finance and Trade and Industry.*—As will be seen from the table in Appendix III, the period was one of great prosperity in Malaya, due largely to the high prices received for rubber and tin, and this was reflected in the revenues of the Governments, which rose from \$115,000,000 in 1924 to \$163,000,000 (estimated) in 1927, an increase of nearly 50 per cent.

New industries which have become prominent in the period are the cultivation of the oil palm and of bananas and the preparation of sisal and Mauritius hemp, and the manufacture of rubber goods by the Wilkinson process.

*Co-operation.*—The co-operative movement has been extended considerably during the period. There are now 111 Societies in Malaya. A scheme for a Co-operative Bank is under discussion.

*Public Health.*—A strong effort is being made to check the spread of venereal diseases. A number of clinics has been opened, where free treatment is given.

In the Straits Settlements the number of patients treated for such diseases, which was 11,989 in the first half of 1925, rose to 82,870 in the first half of 1927.

*Malaria.*—The work carried out in Malaya in combating this disease is so striking in its results as to justify a rather detailed account, which will be found in Appendix IV.

*Forestry.*—Special attention has been given to the development and formation of forests. Arrangements have been made to recruit and train three officers for the superior staff each year until 1930. A Forest Engineer and a Chemist have been appointed.

A Forest Research Institute at Kepong is nearly completed.

A policy has been adopted which it is hoped will make Malaya independent of foreign supplies of timber, charcoal, and firewood.

*Perak Hydro-Electric Scheme.*—A company has been formed for producing electricity by water power in Perak. Debentures were guaranteed by the Treasury and Preference Shares subscribed by the Federated Malay States Government.

The works have been commenced, and it is hoped that when completed they will be of great value to the tin and other industries.

*Education.*—The principal event of the period has been the establishment, largely at the expense of the Malayan Governments, of Raffles College, designed to give an education of University standard in the chief branches of knowledge. A considerable part

of the buildings has now been completed, and several of the professors have been selected, and the College was formally opened on 1st June, 1928.

In Malaya the Sultan Idris College for training Malay teachers increased in numbers from 191 to 351.

The number of Chinese schools increased from 272 to 385.

## 2. Hong Kong.

The persistent disorders in China have reacted unfavourably on the Colony of Hong Kong. From June, 1925, to October, 1926, a more or less complete boycott of British goods was enforced at Canton, the principal outlet for the goods for which Hong Kong is the entrepôt. In June and July, 1925, this boycott was combined with a general strike of labourers in Hong Kong engineered by revolutionary elements in China. It is a matter for congratulation that, owing to the loyalty of the great mass of the Chinese population and the vigorous exertions of the European element, the strike was not allowed to paralyse the activities of the community, and, while the streets of the neighbouring city of Canton have repeatedly been the scene of encounters between the different factions, the Hong Kong Government has preserved law and order without loss of life.

The effect on the commercial prosperity of the Colony was, however, serious, and the Governor considered it necessary to raise a loan and to advance several millions of dollars to enable merchants and others to meet their obligations. In a few days it was possible to place funds up to £3,000,000 at his disposal, and this response had a remarkable effect in restoring confidence. Of late, relations with Canton have gradually improved and are now practically normal, and the greater part of the loans to merchants have already been repaid. These events have, however, naturally affected adversely the revenues of the Government, and little development has been possible. The only important new work is the provision of a commercial aerodrome, which when completed will greatly facilitate communications with China where, in view of the great distances to be travelled and the comparative absence of roads and railways, aviation is considered to have a great future.

## 3.—Fiji.

The finances of Fiji suffered a substantial setback during the period 1919-22, and the Colony is to be warmly congratulated upon the determined and markedly successful efforts that have since been made to wipe out the deficit. At the end of 1922, the accumulated deficit stood at some £243,000, equal to more than half the total revenue for the year. By the end of 1927 the deficit had been overtaken and the Colony was again able to record a surplus of assets over liabilities. Figures of revenue and expenditure will be found in Appendix III.

The trade of the Colony has also shown a steady improvement. The main products are sugar, copra, and bananas, but continuous efforts are being made to develop other industries—particularly dairying and the cultivation of cotton, pine-apples, and rice.

A most serious agricultural problem occurred some six years ago, when a little purple moth (*Levuana iridescens*), that had for many years prevented the commercial cultivation of coconuts on the island of Vitilevu, broke its bounds and escaped, with disastrous consequences, to the gateway of the important copra-producing islands of the Colony. The moth attacks the coconut trees and renders them unproductive. Energetic steps were taken to eradicate the pest, and entomologists were sent to New Guinea, Java, and the Federated Malay States to study the parasites of related host insects and to bring to Fiji the more important parasites of *Artona catovantha*. This resulted in the establishment of a parasitic two-winged fly (*Ptychomyia remota*) the success of which has been described as phenomenal. It is hoped that this campaign will result not only in safeguarding the existing coconut areas but will also open up the island of Vitilevu for coconut cultivation.

A large amount of other research work is being carried on, and a valuable report upon the timber resources of the Colony has recently been obtained.

The educational arrangements in the Colony were reviewed generally by a Commission which reported in 1926.

The leper asylum at Makogai is being extended and patients are now admitted from territories beyond Fiji. Discussions are proceeding with other Administrations and the Rockefeller Foundation for the establishment in Suva of an enlarged Medical School for the training as native medical practitioners of natives of Fiji and other Pacific islands.

A contract for an improved inter-insular steamship service was entered into in 1927.

#### 4.—Islands in the Western Pacific.

##### (a) GILBERT AND ELLICE ISLANDS COLONY.

The Gilbert and Ellice Islands Colony comprises the Gilbert Islands, the Ellice Islands, Ocean Island, Fanning Island, Washington Island, and Christmas Island. The islands are mostly coral atolls, and the total land area is less than 180 square miles.

The Union Group of islands formed part of the Colony until the 11th February, 1926, when that Group was excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion of New Zealand.

The trade of the Colony has shown a steady improvement. Phosphate (from Ocean Island) is the chief export, the output of this rising from 189,745 tons in 1923-24 to 258,775 tons in 1926-27.

An order for a new Government vessel has recently been placed. The arrival of this vessel will effect a much needed improvement in inter-island communication.

(b) BRITISH SOLOMON ISLANDS PROTECTORATE.

Substantial areas of this territory are not yet under adequate Government control. Reminders of this occurred in 1927, when murderous attacks were made by bush natives upon Government officials on the islands of Guadalcanal and Malaita. A Commissioner has been sent to the Protectorate to inquire into these outrages.\*

An Advisory Council, to assist in the administration of the affairs of the Protectorate, was created in 1921. The Council then consisted of the Resident Commissioner and four other members. In 1927, in order that the Council might be made more representative, provision was made for the appointment of three additional members.

The trade of the Protectorate has risen from £520,408 in 1923-24 to £748,715 in 1926-27, imports having increased by £62,882 and exports by £165,425. The principal product is copra.

Geological reconnaissances of Rennell Island, Santa Anna Island, and Santa Catalina Island were carried out in 1927.

Particular attention has been given to the improvement of medical services. The personnel of the Medical Department has been strengthened, the hospital at Tulagi has been enlarged, and important campaigns against yaws and hookworm have been started.

(c) NEW HEBRIDES.

The islands of the New Hebrides, with which are included the Banks and Torres Islands, are administered as a British-French Condominium.

The trade of the Group as a whole has increased, but the prosperity of the British settlers has been checked by an inadequate labour supply. The labour shortage has hit the British settler more than the French settler for the reason that the British settler is dependent upon the local native labour whereas the French settler has been enabled to augment his labour force by introduced Tonkinese labourers.

The land work of the Joint Court, suspended in 1914, has been resumed. The first judgment was delivered in 1928.

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\* The Commissioner's Report was presented to Parliament (Cmd. 3248).

## E.—MEDITERRANEAN AND MIDDLE EASTERN TERRITORIES.

### 1.—Gibraltar.

Gibraltar has no resources of indigenous wealth. There can in this Colony, therefore, be no question of material development in the sense in which that term applies to other Colonies. The area of Gibraltar is only  $1\frac{1}{4}$ ths square miles. The estimated total civil population is about 17,000. There is no land capable of cultivation. The main importance of the Colony, therefore, resides in its position from the standpoint of Imperial defence.

Economically Gibraltar is dependent for subsistence upon the Naval establishments, the garrison, and the trade which flows to it as a coaling station and port of call. The extensive use which is made of the port may be judged from the fact that the number of ships which entered it during 1927 was 4,429 with a total tonnage of 6,624,204.

The trade of the Colony, and the public revenue in which it is reflected, is necessarily very sensitive to any increase or decline in the amount of shipping which passes through the port. During the four years under review the least fortunate factor affecting the Colony's progress has been the falling-off in the coaling trade. The prolonged coal strike in England in 1926 had an adverse effect upon the port, and the competition of neighbouring ports such as Oran and Algiers has been keenly felt.

A more gratifying feature has been the steady improvement in the tourist traffic. In 1926 30 more tourist liners visited the port than in the previous year, and 1927 has shown a further increase. The situation of Gibraltar at the meeting place of two continents and of two oceans makes it an ideal centre for this traffic, and efforts are being made by the Colonial Government to improve it. A tourist bureau has now been established with a view to increasing the attractiveness of the Colony as a tourist resort, and other measures to the same end are now in contemplation.

Among the other improvements which have been effected in the ordinary course of administration may be mentioned the following. In 1926 an important legal measure was enacted in the Criminal Justice Ordinance, the purpose of which was to bring the criminal law of Gibraltar as far as possible into line with English law. In 1927 a Currency Note Ordinance was enacted in order to place the local note issue upon a sound and permanent basis. Communications have been improved by the establishment in 1926, under the control of the Gibraltar City Council, of a new telephone service. This service was extended to Spain in 1927 and has now been further extended to the United Kingdom, France, Switzerland, and Portugal. Gibraltar has therefore the distinction of being the first Colony to be placed in permanent telephonic communication with this country.

## 2.—Malta.

The Government of Malta is dyarchical in character. By the Constitution granted in 1921 a certain area of matters of Imperial concern such as defence are reserved to the Imperial authorities, but in purely internal affairs the Island under this Constitution enjoys responsible government. The progress and development of this Colony are therefore matters which lie practically entirely outside the province of the Secretary of State for the Colonies.

During the period under review two sets of Letters Patent have been issued in amendment of the 1921 Constitution. The first of these was issued in June, 1927, and the object of the amendment was to give the local Legislature rather wider powers than it had previously enjoyed with respect to matters affecting trade outside the Island, and also to make financial provision for the up-keep of certain clerical establishments of the Maltese Imperial Government.

The second Amending Letters Patent were issued in August, 1928, for the main purpose of altering the Constitution so as to make it possible for the local Legislative Assembly to pass legislation curtailing the power of the Senate with respect to money Bills.

## 3.—Cyprus.

One of the most significant events in the history of Cyprus during the past four years was the elevation of the Island to the status of a British Colony under Letters Patent proclaimed on the 1st May, 1925. Cyprus had been technically a Colony since its annexation to His Majesty's dominions in 1914, but the formal recognition of that status was postponed until after the ratification of the Treaty of Lausanne, by which Turkey acknowledged the annexation. By the Letters Patent the office of High Commissioner was changed to that of Governor, and various changes of a similar nature were made in order to bring Cyprus into line with an ordinary British Colony.

This political change has been paralleled in the economic sphere by a definite effort to develop the various sources of wealth which the Island contains. Cyprus is first and foremost an agricultural country, and the local authorities have devoted considerable attention to the problem of developing its basic industry. One of the main difficulties has been that of agricultural credit, and to meet this an Agricultural Bank was started under Government guarantee in 1925 to make advances to farmers on easy and equitable terms. Flax-growing has been revived. There has been a steady improvement in all kinds of stock-breeding, and a growing appreciation of the facilities offered by the Government Veterinary Department. To point the way to further development in the utilization of surplus fruit, a demonstration canning factory has been erected by Government. The Agricultural Department has endeavoured to encourage the use by farmers of modern agricultural machinery

and implements; and it is effecting sales of tools on the hire-purchase system without interest, and has let out to farmers a certain number of implements on easy terms.

Cyprus is the second most important silk-producing country in the British Empire, and the rearing of silkworms is an important local industry to which fresh stimulus has recently been given by the grant of a preference amounting to one-sixth in the British tariff. In 1925 a licence to establish a silk filature in the Island was granted to a British company; and an endeavour is now being successfully made to place locally-reeled silk on the market.

Cyprus in ancient times was well known for its mineral wealth, and since the war renewed efforts have been made to develop this department of its resources on modern lines. In 1925, the Cyprus Asbestos Company installed new machinery on an extensive scale and in 1926 the output of asbestos was double that of any preceding year. That the figure for 1926 was itself almost doubled in 1927 when 11,200 tons of asbestos were produced is the measure of the progress which is being achieved. The concession of the Cyprus Mines Corporation in point of output now ranks high in the order of the world's pyrites workings. The output in 1927 reached over 200,000 tons or 40,000 tons over any previous year. The Corporation has been paying a good deal of attention to the conditions under which its employees work and live. Shops and cafés have been opened for the convenience of the workers and their families, and a hospital with complete modern equipment has been established under the charge of a qualified British doctor.

Endeavours have been made to attract British capital to the Island to increase its trade with this country, and generally to make its attractions from the business and pleasure point of view more generally known. Largely as a result of the experience gained from participation in the British Empire Exhibition, a Trade Commissioner for Cyprus was appointed in London in 1927. The Commissioner's Office, which was established in Westminster, is rapidly becoming not only a centre of Trade Intelligence, but a general Information Bureau for Cyprus, and in the short period of its existence it has done a good deal to bridge the gap between the producer in Cyprus and the consumer in this country. It has supplied first-hand information to large numbers of prospective visitors and settlers, and under the ægis of the Empire Marketing Board has shown the varied products of Cyprus at many exhibitions in London and the Provinces.

The Island's share of the Ottoman Public Debt charge as a former territory of the Ottoman Empire is £92,800 a year. Formerly, the Island received a grant-in-aid of £50,000 a year from the Imperial Treasury to enable it to carry this burden. By a new arrangement which came into force at the beginning of 1928, His Majesty's Government decided to increase the grant-in-aid to £92,800 a year—the full amount of the contribution—while the

Island Government agreed to make a contribution towards the cost of Imperial Defence of £10,000 a year. The net relief to the local Exchequer is thus £32,800 a year, and this money is now available for improvements in general administration and for much-needed development works.

It is hoped that in the near future the Island will be able to raise a Development Loan which will largely be devoted to irrigation works. The absence of water has been a fundamental difficulty in the development of Cyprus, but the engineers consider that this problem is now to a large extent capable of solution through the discovery of subterranean sources of water.

#### 4.—Palestine.

In July, 1920, when a civil administration was set up in Palestine, the country was still "disturbed by the ground swell that followed the storms of the war"; the economic situation was precarious, racial feelings were still inflamed, and there was the constant danger of serious unrest. The first concern of the civil administration was the improvement of public security, and by the end of 1924, when the present Government assumed office, the position in Palestine was that a state of public security prevailed in which it was possible to carry out those administrative reforms which were essential conditions for the welfare of the country. The introduction of those reforms had been delayed by the need for economy, but, with the improvement of the finances of the Palestine Government, it was possible, during the latter part of Sir Herbert Samuel's tenure of office, and subsequently, to make considerable progress in the desired direction. The past few years have thus been a period of administrative reform combined with an expansion of existing and the initiation of new social services. At the same time it has been possible to make such large reductions in the garrison of Palestine and Trans-Jordan that the cost to the British taxpayer of the defence of those territories, which, in 1923-24, was £1,151,000, was for the year 1927-28 estimated at £314,000, of which £269,000 represented the cost of the British Forces stationed in those territories and £45,000 represented the grant-in-aid towards the cost of the Trans-Jordan Frontier Force.

As public security improved and reforms became effective it was possible also to develop and foster the material resources of Palestine. The Palestine Government has devoted a large part of its available resources to the extension and improvement of the various means of communication; it has initiated measures for the improvement and development of fruit and vegetable production with results which have proved to be most beneficial to the people of Palestine. A large power-station for the generation of electric light and energy has been established at Jaffa and was



subsequently enlarged, and smaller stations are being established in other parts of the country.

Jewish immigration in accordance with the Mandate proceeded steadily until early in 1926, since which time it has suffered a setback owing to the economic depression of the last two years. The Palestine Government took steps to relieve the unemployment which prevailed through this depression and there are now signs of material improvement. The situation is not without parallel in other countries where recent immigration has supplied a substantial portion of the population, and there is no reason why the resources of Palestine should not enable it, as other countries have done, to weather the storm.

It is noteworthy that, whereas there has been a prolonged period of political disturbance in neighbouring territory, peace and tranquillity have existed in Palestine, and it has been possible substantially to reduce the British garrison and to reorganize the internal security and defence forces in Palestine and Trans-Jordan. The political difficulties, of a somewhat acute nature, which were encountered in 1921 and following years, have not since been experienced, and many political leaders who were at first bitter enemies of the British Administration in Palestine are now prepared to co-operate, and in the municipal sphere are co-operating, with the Palestine Government and with those who from the first have supported that Government.

In short, it may be claimed that Palestine which, in 1920, was in a disturbed and impoverished condition, with few good means of communication, and which provided practically no services for the benefit of its inhabitants, to-day is a country where order prevails, where there is an excellent system of main roads, and where large sums are annually spent for the direct benefit of its inhabitants on educational, public health, and other social services.

There is one direction in which it may be hoped that economic depression and unemployment will find relief. A substantial demand for labour will be created by the construction of large harbour-works at Haifa and other works of development, funds for which have been provided by the loan of £4,475,000, which was raised by the Palestine Government in November, 1927, under a guarantee by His Majesty's Government. The issue of this loan has also enabled the Palestine Government to pay off its indebtedness to His Majesty's Government, including the sum of £1,000,000 for railway and other capital assets taken over by the Palestine Government.

#### 5.—Trans-Jordan.

The record of the past few years has been one of steady progress within the limited financial resources of the Trans-Jordan Government. Public security in the interior has been well maintained and indeed continues to improve. Administrative reforms

of considerable importance have been introduced, and legislation on modern lines, but suited to the needs and circumstances of the country, has been enacted.

The grant-in-aid made by His Majesty's Government to the civil administration of Trans-Jordan has been steadily reduced and the cost of that administration to the British taxpayer, which was £150,000 in 1923-24, is estimated at £40,000 in 1928-29.

A promise given by His Majesty's Government in 1923 was fulfilled in February, 1928, when an agreement was signed by which His Majesty's Government recognise the existence in Trans-Jordan of an independent Government under the rule of H.H. the Amir Abdullah. A law providing a constitution for the territory has since been enacted.

#### 6.—Aden.

In accordance with a decision taken in 1926, control over the political and military administration at Aden was transferred to His Majesty's Government in Great Britain in 1927, the Government of India remaining responsible only for the civil administration of the Settlement. Military control at Aden has been assumed by the Air Ministry. These changes, it is confidently anticipated, will have beneficial results both from the financial and from the political point of view.

Renewed efforts have been made to reach a satisfactory settlement of the differences with the Imam of the Yemen, who since the war has persisted in occupying with his forces parts of the Aden Protectorate. A special mission headed by Sir Gilbert Clayton, K.C.M.G., K.B.E., C.B., visited him at his capital, Sana'a, in 1926, but failed to induce him to come to a satisfactory settlement; and in 1928 further acts of aggression by the Imam compelled His Majesty's Government to take forcible measures, after the fullest warning, to induce him to withdraw his forces from the invaded areas. This action has, so far as can be judged at present, been successful, and His Majesty's Government are awaiting a favourable opportunity to resume negotiations.

#### F.—'IRAQ.

Although 'Iraq is in no sense a part of or a dependency of the British Empire, the Secretary of State for the Colonies is responsible for the conduct of affairs concerning the relations between Great Britain and 'Iraq. It has, therefore, been thought convenient to include in this memorandum a brief section relating to the affairs of 'Iraq.

#### NORTHERN FRONTIER.

One of the most difficult problems which faced the Government in 1924 was the serious situation on the northern frontier of 'Iraq. The discussions preceding the conclusion of the Treaty of

Lausanne had shown that the Turkish Government were determined to make every effort to secure for Turkey the rich Mosul province of 'Iraq and that it was impossible to reach agreement upon any frontier which would at the same time satisfy Turkey and not involve sacrificing the essential interests of 'Iraq. The failure to reach an agreement was reflected in Article 3 of the Treaty, which provided that the frontier between Turkey and 'Iraq should be laid down in friendly arrangement between Turkey and Great Britain and that failing an agreement within nine months the dispute should be referred to the Council of the League of Nations. In an attempt to reach an amicable settlement a conference of Turkish and British plenipotentiaries assembled in Constantinople in 1923. This conference failed of its object and His Majesty's Government referred the matter to the Council of the League. In September, 1924, however, matters were precipitated by a Turkish incursion into the northern regions of 'Iraq, which was effectively repelled by the Royal Air Force assisted by the modest garrison of ground forces available in the country. The matter came before the League Council in Brussels in October, 1924, with the result that the Council laid down a provisional frontier and in their decision provided for the maintenance of the *status quo* pending further examination of the question. Nevertheless the Turks, while not repeating the attempt to invade 'Iraq, remained in force along the provisional frontier. That was the situation in 1924. Possibly never since Chanak had relations with Turkey been so critical or the risk of war so serious. During the last four years not only have His Majesty's Government succeeded in obtaining a frontier award from the League Council eminently satisfactory to 'Iraq, but they have also been successful in inducing Turkey to abandon her claims to the Mosul Vilayet, to accept the Council's frontier decision and to record that acceptance in a Treaty of amity to which the 'Iraq Government were a party. As a result, the atmosphere of hostility between 'Iraq and Turkey and the state of tension on the northern frontier which had marked the first four years of the existence of the State of 'Iraq have now given place to the most friendly relations between 'Iraq and her northern neighbour and to a spirit of co-operation and good will which bodes well for the future.

#### WESTERN FRONTIER.

Trans-desert frontier raids between 'Iraq and the Akhwan tribes of Nejd may be considered almost endemic. These raids occurred every spring and autumn during the first four years of 'Iraq's existence, disturbing the peace of the western desert and embittering the relations between the 'Iraq Government and the Government of Nejd. The raids owed their origin partly to economic and partly to political causes. In 1925 His Majesty's Government decided to make a determined effort to put an end to this un-

desirable situation and with this object Sir Gilbert Clayton was sent out to negotiate an agreement with Ibn Saud, King of the Hejaz and of Nejd. He was successful and, under the Bahra Agreement which resulted, definite machinery was established to prevent trans-frontier raiding and to liquidate past claims. This Agreement secured peace in the desert for nearly two years. Unfortunately, there was a renewal of raiding by Akhwan tribes into Iraq in the autumn of 1927 and the early part of 1928. Energetic action was taken by the Royal Air Force, and there has been a cessation of raiding since last February. In the meantime renewed conversations have taken place between King Ibn Saud and Sir Gilbert Clayton on the whole subject, but they have led to no definite result.

#### 'IRAQ TREATIES.

The relations between this country and Iraq were defined in a Treaty (October, 1922) and subsidiary Agreements (March, 1924). These Instruments were accepted in September, 1924, by the Council of the League as replacing the Mandate originally contemplated. In 1926, and as a result of the Council's frontier award, a further Treaty was concluded with the Iraq Government which provided *inter alia* that the question of the entry of Iraq into the League of Nations should come up for periodical consideration. The question was examined in the summer of 1927. The British Government, while not prepared to recommend the admission of Iraq to the League of Nations in 1928, were ready to consider a revision of the existing Treaties with a view to making a further advance in the direction of independence. Conversations with the Iraq plenipotentiaries were accordingly opened in London in October, 1927. Agreement was reached early in December and on the 14th of December a new Treaty was signed. This Treaty, by omitting several of the provisions of the preceding treaties which, as unduly emphasising the tutelary character of our relations towards Iraq, were objectionable to the Iraq Government, and by definitely pledging His Majesty's Government, subject to certain provisos, to support the candidature of Iraq for membership of the League of Nations in 1932, constitutes an important stage in Iraq's progress to complete independence. The new Treaty has not yet been ratified.

#### ECONOMICS.

In the economic field the results achieved in the last four years, although less spectacular, have perhaps been no less satisfactory. Iraq may now be said to have successfully emerged from the period of universal trade depression which followed upon the war. Anything in the nature of sensational development of the resources of the country has been prevented by lack of capital, but capital is coming into the country, and it may be hoped that

development on an increasing scale will take place within the next few years. Two notable events which should contribute to the wealth and prosperity of the country have occurred during the last two years, namely, the grant of oil concessions to the Turkish Petroleum Company and to the Khaniqin Oil Company, a subsidiary of the Anglo-Persian Oil Company. The former company have established the presence of oil in large quantities, and commercial development merely awaits further testing. The Khaniqin Oil Company have also been successful and have now brought three wells into production. All the evidence points to a prosperous future for the 'Iraq oil-fields.

#### FINANCIAL.

Owing to careful financial administration and as a result of increased prosperity which is reflected in the revenue of the country, the 'Iraq Government accumulated during the financial years 1924-25, 1925-26, 1926-27 and 1927-28 a budget surplus of approximately one and a-half million pounds, which is being employed in the reduction of debt; yet taxation per head of the population remains relatively low. From the Imperial standpoint the financial results of the last four years have been equally satisfactory. In the financial year 1924-25 the total amount expended by the British Exchequer in respect of 'Iraq was £4,150,000. In the current financial year it is anticipated that the amount will not exceed £1,780,000.

### G.—THE WEST INDIES AND ATLANTIC.

#### 1.—The West Indies Conference.

For many years proposals have been made from time to time for the federation in some form or other of the eleven Colonies which form the geographical group, including all the British West Indies and also Bermuda, in the North Atlantic, and British Honduras and British Guiana in Central and South America respectively. None of these proposals has been acceptable to the Colonies concerned, but recently there has been a movement, stimulated by the Chambers of Commerce and by the joint negotiations with Canada, which have resulted in three separate Trade and Steamship Agreements, towards some looser form of political organization which would enable them more effectually to cooperate and act together in matters of common concern.

In 1926, on the initiative of Jamaica, the Secretary of State summoned a meeting of representatives of all these Colonies, except Bermuda, in London to consider the question of establishing a standing conference to deal with such matters. The meeting, which included both official and unofficial representatives, was entirely successful, and drew up a constitution for a West Indies

Conference which has since been accepted by all the Colonies and to which Bermuda has acceded.

The constitution provides for a periodical conference to be held alternately in the West Indies and in London. It will be a purely advisory body. The various Governments will have full discretion to select, in consultation with their Legislatures, any representatives they please up to certain maxima, varying broadly according to the size of the various Colonies, but, as these representatives will be responsible for securing the subsequent executive action required on any recommendations made by the Conference, it is suggested that they should be members of their respective Governments or Legislatures. The political machinery thus set up is expressly modelled, though with certain modifications, on the Imperial Conference and represents an interesting attempt to reconcile the individuality of these comparatively small and widely-separated communities with the requirements of the modern world.

The first meeting of the West Indies Conference has been arranged for January, 1929, in Barbados, and a member of the Colonial Office has been appointed to attend it as its Secretary.

## 2.—British Guiana.

One of the most important events, not only in the last four years, but in the whole of the Colony's history, is the change in its constitution, which was effected this year by Act of Parliament and Order in Council. The constitution of British Guiana, preserved almost intact from the eighteenth century, had long been recognized as contributing to the relative stagnation which has afflicted the Colony for over a century, and, in 1927, a Parliamentary Commission, which had been sent out in the previous year to report upon the causes which had impeded the progress of the Colony, recommended that it should be altered in the direction of strengthening the hands of the Executive. The recommendation was accepted and a new constitution, drawn up by a local commission, has been brought into operation. The new constitution provides both for a reserve power vested in the Governor and for a nominated majority in the Legislature, and it should clear the way to a serious and systematic attempt to deal with the problems which confront this undeveloped, under-populated, but important part of the Empire.

Apart from the political change, the last four years have seen an unprecedented effort to develop the resources of the Colony. Though British Guiana is as large as Great Britain, the interior is practically uninhabited and nearly all the inhabitants live on the coastal strip. Their number is only 300,000, although about 350,000 immigrants have been introduced during the last hundred years. The whole century between its cession to this country and the outbreak of the Great War was one of marked moral and material stagnation. An abnormally high death-rate, due to the

absence of the most elementary form of tropical hygiene and sanitation, prevented any natural increase in its population. The physical conformation of its coastlands precluded the rise of a prosperous peasant proprietary without elaborate drainage and irrigation, which the poor man could not afford and which the Government made no attempt to provide. Though nine-tenths of the Colony is forest, a forestry department did not exist even in the most rudimentary form. The only important industry was sugar, which continued to be grown in diminishing quantities under precarious conditions on the coast. During the last four years, however, a beginning has been made with the most obvious, essential, and overdue reforms. A Forestry Department has been created to explore the great timber possibilities of the Colony and has already revealed the existence of unsuspected and accessible supplies of greenheart, one of the finest timbers in the world. Topographical and geological surveys have been appointed to examine the interior, which is known to be mineralized, and the Colonial Research Committee have recently offered to bear the cost of supplying the Colony with a highly-qualified geologist in the hope that the survey, of which he will be the head, will, in due course, be set on a permanent footing. The question of communications with the interior has, for the first time, been systematically grappled with by a Railway Engineer sent out to the Colony for that purpose, whose report makes it clear that, for the present, the requirements of British Guiana can be met by a system of road and river transport. A strong British syndicate has recently acquired a lease of certain bauxite deposits.

Activities have, however, not been limited to the development of the interior. On the coastlands, where the vast majority of the population still continue to practise agriculture, schemes for combating drought and floods by irrigation and drainage have been started and are now on the eve of completion. The capital of the Colony, where sanitary arrangements have hitherto been of the most primitive, is equipping itself with an up-to-date system of drainage. The water-supply of Georgetown is being improved and artesian wells are being sunk along the coastlands to provide the villagers with a much needed supply of pure water. Another important development in prospect is the foundation of an agricultural bank, the initial capital for which will be provided out of an impending loan on the London market. In another sphere, a proposal from Jamaica to divert to British Guiana, with its vast supply of available land, the overflow of the Jamaican population, which has hitherto sought an outlet in Cuba and other neighbouring foreign countries, opens up new and hopeful possibilities in connection with one of the Colony's greatest difficulties, its under-population.

In fact, after a century of stagnation, signs of progress are everywhere manifest and, now that political obstacles have been

removed, there is every reason to be hopeful about the future of this Colony, with its great agricultural, mineral, and timber resources.

### 3.—Jamaica.

The planting industries of Jamaica are now, almost without exception, decidedly prosperous, and the export of bananas reached in 1927 the high figure of over 21,000,000 bunches. The export of coconuts reached the record figure of 32,000,000. The export of coffee largely increased and that of pimento increased to a lesser degree. Grape fruit maintained its position, and only oranges showed any marked decline. The Colony has been fortunate of late in escaping hurricanes, although there was a severe gale towards the end of 1927.

Much progress has been made in the organization of the growers. A Jamaica Banana Producers' Association has recently been formed, and has secured a large membership. It is at present making arrangements to establish an independent system of marketing fruit upon a profit-sharing basis.

The quantity of bananas carried by the Jamaica railway in 1927 surpassed all previous records. It has become necessary to relay the greater part of the track, and, having regard to the increase in traffic, it has been decided to take the opportunity of providing heavier rails.

A new hospital at St. Ann's Bay has been completed, and another at Montego Bay is under construction.

Public health has received considerable attention. The anti-hookworm campaign, conducted under the auspices of the Rockefeller Foundation, has made steady progress; a malaria survey is proceeding and a tuberculosis survey will shortly be undertaken.

### 4.—Trinidad.

Trinidad has now fully recovered from the severe economic depression from which she suffered in 1921 and for several years afterwards. Cocoa, which is a staple crop in the Colony, was affected with special severity, but is now again upon a profitable basis.

The Agricultural Bank, which was established in 1924, has made good progress, and its finances are in a satisfactory condition. The Bank has been especially valuable to the smaller cocoa planters. There is a system under which the Inspectors of the Department of Agriculture visit and report upon properties receiving advances from the Bank; and owners are furnished with copies of the reports. In the majority of cases the owners have acted upon the recommendations of the Inspectors, with the result that cultivation has been improved and yields have been increased. Arrears in the payment of principal and interest are of very small amount.



The Colony is now taking up the question of improving water-supplies, which has been delayed for financial reasons. The matter has lately been investigated by a Committee, and it is intended to undertake a survey in order to obtain data for a close estimate of the cost of the project which the Committee recommend.

The oil industry has made steady progress and reached in 1927 an output of over 5,000,000 barrels. Oil is now the most valuable export of the Colony, and Trinidad takes the second place among British territories producing petroleum. Sir Thomas Holland has visited the Colony in order to review the policy of the Colonial Government towards the industry, and has presented a report which has been published in Trinidad.

### 5.—The Windward Islands.

In the period under review, Grenada has enjoyed increasing prosperity, which is reflected, not only in the general conditions in the Island, but in its financial position, and in place of the deficit which existed only a few years ago the Colony had, at the end of 1927, surplus assets amounting to over £90,000. The Colonial Government, while pursuing a prudent policy of building up assets, is proceeding with the execution of several important public works, including the improvement and extension of water supplies, electric lighting, the oiling of main roads and streets, and the erection of markets.

The agricultural interests of St. Lucia suffered a severe set-back in 1927 by the collapse of the Swift Banana Company, which had started operations and induced a large number of planters to take up the cultivation of this fruit on a fairly large scale. This calamity, the prevalence of banana disease throughout the Island which has removed the prospect of any considerable production of bananas in St. Lucia, and the appearance and rapid spread of wither-tip and blossom blight amongst the limes have had a serious cumulative effect on the Island's prosperity. A further misfortune which has greatly hampered progress was the disastrous fire in Castries in May, 1927.

The Colony is in receipt of a grant from the Imperial Treasury towards meeting the deficit in its budget, and measures are under consideration with a view to subsidizing improved agricultural administration and research.

A noticeable feature in St. Vincent has been the falling-off in the export of Sea Island cotton, and particularly in 1927 there was some anxiety over the sale of outstanding and long-accumulated stocks. Here, as elsewhere in the cotton-growing islands of the West Indies, a policy of curtailment of acreage has been seriously considered, but the consensus of opinion is still against the initiation of legislation to restrict production or export. The position with regard to arrowroot is, on the whole, eminently satisfactory, and increasing exports are being made to places other than the

United Kingdom, where, it may be mentioned, a certain amount of propaganda work is being carried on with a view to popularizing this useful article of diet.

#### **6.—The Leeward Islands.**

In 1924 Dominica encountered a serious set-back, due to the spread of wither-tip disease among the limes which constituted the principal product of the Island. In 1925 Sir Francis Watts, upon his retirement from the Principalship of the Imperial College of Tropical Agriculture, was entrusted with a mission to enquire into the agricultural and general conditions in Dominica and make recommendations for their amelioration. He furnished a full report, to which effect was given with the aid of substantial grants from Imperial funds. The establishment of a loan board, and a Peasants' Bureau and a number of other measures gave a marked impetus to agriculture, which was reflected in a steady improvement in the financial position. After heavy deficits in four successive years, the budget had nearly reached equilibrium when it was again completely upset by the recent disastrous hurricane. While the results of the devastation can hardly yet be estimated even approximately, they will almost certainly add a depressing chapter to the history of progress under difficulties which would otherwise have marked the period under review. Much improvement has been effected in sanitary conditions as the result of a special three-year campaign financed by Imperial funds.

It is confidently anticipated that the signing of the West Indies Canada Agreement will, with the improved steamship service which should be assured for the future, result in a considerably increased export trade in the fruits in which the Island is actually and potentially rich.

The other islands of the Leewards Group, and particularly Montserrat, have also suffered severely from the hurricane. The marked improvement which has been effected in the water-supplies of Antigua during the last few years is worthy of note.

#### **7.—British Honduras.**

Active steps have been taken to pave the way for the development of this territory, the exploitation of whose resources has, for the past 200 years, been carried out in a piecemeal and haphazard fashion. By the establishment of a Forest Trust with wide powers and on a sound financial basis, the way has been cleared for the more scientific development and utilization of the mahogany and other timbers which are the Colony's chief asset. The Government has recently acquired a large group of islands for the establishment of a sponge industry, which, it is hoped, will become commercially profitable in the course of a few years. An export trade in grape

fruit has been started and promises well under the guidance of the report recently rendered by Professor Clark Powell, who visited the Colony under the ægis of the Empire Marketing Board.

The two outstanding needs of British Honduras are improved transport and increased population. Much interest has recently been shown by more than one group of capitalists in the possibility of constructing a trans-colonial railway from Guatemala to the sea. As in the case of British Guiana, the possibility of settling Jamaican peasant agriculturists in the fertile, but undeveloped, valleys of British Honduras is being explored.

APPENDIX III.

Return showing the Revenue and Expenditure of certain Oversea Dependencies, etc., for the Years 1924 to 1927.

	1924 or 1924-25.		1925 or 1925-26.		1926 or 1926-27.		1927 or 1927-28.	
	Revenue.	Expenditure.	Revenue.	Expenditure.	Revenue.	Expenditure.	Revenue.	Expenditure.
	<i>(Estimated except where otherwise indicated.)</i>							
A. WEST AFRICAN—	£	£	£	£	£	£	£	£
1. Nigeria ... ..	6,944,221	5,768,715	8,268,928	6,583,167	7,734,429	7,584,692	8,364,551	9,241,733
2. Gold Coast ... ..	3,971,187	3,828,333	4,116,443	4,255,126	4,365,321	4,328,159	4,184,120	5,162,993
3. Sierra Leone ... ..	868,319	777,790	945,581	843,321	855,440	957,155	935,880	1,042,793
4. Gambia ... ..	208,613	203,635	189,086	271,836	214,181	213,643	232,423	281,760
B. EASTERN AND CENTRAL AFRICAN—								
1. (a) Kenya Colony and Protectorate.	2,111,564	1,861,510	2,430,509	2,339,996	2,627,223	2,414,681	2,720,018	2,570,064
(b) Uganda Protectorate.	1,239,790	918,662	1,479,234	1,108,396	1,389,641	1,295,612	1,244,915	1,529,554
(c) Uganda Railway	1,635,189	1,048,046	1,993,509	1,090,071	2,058,710	1,216,774	2,150,000	1,615,787
(d) Zanzibar Protectorate.	492,527	451,731	578,023	542,994	Rs. 6,735,562	Rs. 9,748,154	Rs. (3) 7,204,604	Rs. (3) 8,306,444
2. Tanganyika Territory	1,558,982	1,747,578	1,975,400	2,233,626	£ 2,202,908	£ 2,699,411	£ 2,318,400	£ 2,374,208
3. Nyasaland Protectorate.	293,056	295,481	322,160	301,934	348,320	318,899	346,341	266,519
4. Northern Rhodesia...	(1) 309,795	340,327	(1) 371,046	394,145	421,035	455,451	453,698	518,666
5. Somaliland Protectorate.	(1) 82,608	150,564	(1) 89,057	167,955	(1) 90,569	149,125	(1)(2) 88,879	(2) 123,448

(1) Excludes Grant-in-Aid. (2) Actual Revenue and Expenditure, April-December, 1927. (3) Actual Revenue and Expenditure.

	1924 or 1924-25.		1925 or 1925-26.		1926 or 1926-27.		1927 or 1927-28.	
	Revenue.	Expenditure.	Revenue.	Expenditure.	Revenue.	Expenditure.	Revenue.	Expenditure.
	(Estimated except where otherwise indicated.)							
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
<b>C. EASTERN AND INDIAN OCEAN—</b>								
1. Ceylon ... ..	1155,39,670	1050,04,348	1245,16,155	1099,96,336	1293,58,916	1210,46,300	1276,65,000	1571,22,293
2. Mauritius ... ..	196,72,843	173,55,868	158,94,763	161,17,988	140,48,746 <sup>(5)</sup>	164,62,084 <sup>(5)</sup>	151,62,246	168,67,887
<b>D. FAR EASTERN AND PACIFIC OCEAN—</b>								
1. (a) Straits Settlements.	\$ 28,639,161	\$ 26,706,316	\$ 53,850,960	\$ 57,593,959	\$ 36,465,213	\$ 36,955,640	\$ 34,336,489	\$ 41,833,576
(b) Federated Malay States.	67,945,736	55,057,911	78,970,505	61,547,881	95,959,500	89,682,871	101,439,164	93,970,650
(c) Unfederated Malay States.	19,144,585	16,560,591	24,832,996	18,634,084	28,793,419	27,946,744	28,106,703	27,235,429
2. Hong Kong... ..	24,209,640	26,726,428	23,244,366	28,266,818	21,131,582	23,524,716	20,535,901	21,584,658
3. Fiji ... ..	£ 488,907	£ 451,257	£ 550,237	£ 478,175	£ 584,515	£ 535,957	£ 560,460	£ 545,040
<b>E. MEDITERRANEAN AND MIDDLE EASTERN—</b>								
1. Gibraltar ... ..	166,115	160,363	162,251	167,268	158,636	147,942	158,000	161,531
2. Malta ... ..	773,015	757,966	862,246	828,725	912,977	825,106	—	—
3. Cyprus ... ..	593,317	535,870	668,131	619,621	629,267	655,227	655,997	615,029
4. Palestine ... ..	£E. (1) 1,910,824	£E. 1,806,660	£E. (1) 2,539,335	£E. 2,040,332	£E. (1) 2,305,767	£E. 2,070,479	£E. (6) 1,695,896	£E. (6) 1,895,787
F. IRAQ ... ..	Rs. 527,32,593	Rs. 464,85,703	Rs. 581,01,933	Rs. 513,37,844	Rs. 567,00,473	Rs. 536,71,711	Rs. (4) 590,87,126	Rs. (4) 568,33,852

(1) Excludes Grant-in-Aid.

(3) Actual Revenue and Expenditure.

(4) Actual Revenue and Expenditure subject to revision.

(5) Revised Estimate.

(6) Nine months' Estimate.

	1924 or 1924-25.		1925 or 1925-26.		1926 or 1926-27.		1927 or 1927-28.	
	Revenue.	Expenditure.	Revenue.	Expenditure.	Revenue.	Expenditure.	Revenue.	Expenditure.
							<i>(Estimated except where otherwise indicated.)</i>	
G. WEST INDIAN AND ATLANTIC—	£	£	£	£	£	£	£	£
1. Barbados ... ..	504,696	364,531	404,132	394,250	387,462	418,711	399,896	462,641
	\$	\$	\$	\$	\$ (5)	\$ (5)	\$	\$
2. British Guiana ...	5,069,943	5,114,193	5,258,756	5,406,690	5,050,562	5,881,125	5,830,789	5,662,556
3. British Honduras ...	938,969	920,998	996,287	971,197	1,116,432	1,040,490	1,026,255	1,090,782
	£	£	£	£	£	£	£	£
4. Jamaica ... ..	1,922,963	2,022,747	2,021,046	2,009,593	2,147,042	2,046,205	2,199,925	2,039,519
			(1)		(1)		(1)	
5. Leeward Islands* ...	240,272	268,282	246,903	264,912	259,393	259,037	262,489	277,535
6. Windward Islands:—								
(1) Grenada ... ..	117,453	106,003	146,218	112,467	148,447	119,001	149,412	137,737
							(3)(1)	(3)
(2) Saint Lucia ...	71,595	88,186	75,555	85,082	83,379	84,488	75,491	84,291
(3) Saint Vincent	60,893	53,887	62,450	53,190	60,243	59,282	55,950	64,305
7. Trinidad and Tobago	1,586,834	1,572,765	1,662,874	1,580,749	1,737,288	1,580,213	1,631,096	1,626,284

(1) Excludes Grant-in-Aid.

(3) Actual Revenue and Expenditure.

(5) Revised Estimate.

\* See detailed statement below of figures for the individual Presidencies of the Leeward Islands.

LEEWARD ISLANDS.

	1924 or 1924-25.		1925 or 1925-26.		1926 or 1926-27.		1927 or 1927-28.	
	Revenue.	Expenditure.	Revenue.	Expenditure.	Revenue.	Expenditure.	Revenue.	Expenditure.
1. Antigua ... ..	£ 78,983	£ 84,126	£ 81,222 (1)	£ 79,004	£ (1) 81,283	£ 80,736	£ 84,202	£ 77,673
2. St. Kitts-Nevis ... ..	88,095	95,510	87,105 (1)	88,888	88,103 (1)	86,418	90,000 (1)	89,900
3. Dominica ... ..	48,154	55,483	48,623	62,511	57,833	62,395	59,723	82,122
4. Montserrat ... ..	17,168	24,053	21,371 (1)	21,040	22,688	21,140	20,220	19,973
5. Virgin Islands ... ..	7,872	9,110	8,582	13,469	9,486	8,348	8,344	7,867
£	240,272	268,282	246,903	264,912	259,393	259,037	262,489	277,535

(1) Excludes Grant-in-Aid, etc.

## Table of Exchange Rates.

1. British Guiana	...	\$4·86 = £1 sterling.
2. British Honduras	...	\$4·86 = £1 sterling.
3. Ceylon	... }	s. d. Re. 1 = 1 6 (approx.).
4. Mauritius	... }	
5. Zanzibar	... }	
6. Iraq	... }	
7. Hong Kong	...	\$1. No fixed relation to sterling. Current rates are quoted in the daily Press.
8. Palestine	...	£1 Palestine = £1 sterling.

## APPENDIX IV.

**Anti-Malarial Measures in Malaya.**

Much control work has been done in the Straits Settlements by the health officers of the Government and of the Municipality, and a large system of permanent drainage has practically eradicated malaria from the town of Singapore, though there is a very large mortality from imported cases.

In addition to the cost of the work done in the city, a sum of over £11,000 is spent yearly on anti-larval measures in the island of Singapore, which is about the size of the Isle of Wight. More than fifty miles of sub-soil pipes and five miles of open concrete channels have been laid in the rural areas, protecting an area of approximately five square miles, while anti-larval oiling extends another four miles beyond the permanently-protected zone.

The comparative cost and efficiency of different anti-larval measures are being investigated. Repeated malaria surveys are made, and a complete record of all the mosquito-breeding places discovered since 1921 is exhibited at the Central Sanitary Depot. In 1926, Dr. Scharff and his staff collected mosquitoes over an area of more than twenty-five square miles, and over 60,000 specimens were identified.

In addition to the sum spent annually on anti-larval measures outside municipal limits on the Island of Singapore, over £11,000 is spent in Penang, Province Wellesley, and the Dindings. Health surveys and campaigns have been made recently in conjunction with Dr Milford Barnes and Dr. Paul Russell, of the International Health Section of the Rockefeller Foundation in Singapore and in Malacca.

The campaign against malaria in the Federated Malay States has been prosecuted with vigour for more than twenty years, and Sir Patrick Hehir writes that the history of the reduction of malaria in that country is one of the most thrilling records in tropical medicine. The country is wealthy not only in money and in kind, but also in the possession of energetic officers in both the administrative service and the medical department, who have devoted themselves to the task of freeing the country from its burden of malaria. Many of the medical men who are engaged in private practice have a very wide knowledge of the disease in all its branches, and they too have worked unremittingly in the same cause.

There was comparatively little malaria in the country until the boom in rubber-planting. The felling of the virgin jungle, the importation of large numbers of coolies from India, and their settlement in newly-opened areas, under conditions to which they were not accustomed, gave rise to a great increase of the disease in the country districts. In the towns, the jungle-filled ravines were cleared to make room for new buildings, thus exposing springs and small-trickling streams and converting them into suitable breeding-places for malaria-carrying mosquitoes. In this way, Kuala Lumpur, which had been free from the disease, was transformed, in the course of a few months, into a malaria-ridden town. The main reason was



discovered too late, in the habits of the mosquito *Anopheles maculatus* which lays its eggs in streams and seepage water when they are exposed to the light, but shuns them when they are covered by vegetation. The town has been made healthy once more, but at a great cost, by a wonderful system of underground contour drains round the bases of the hills and open concrete channels running down the middle of the valleys. There are now 118 miles of subsoil drains and 25 miles of concrete channels. By these means, Kuala Lumpur has been rendered almost as free from malaria as it was in the days when the ravines were filled with large trees and thick undergrowth; but increasing vigilance is necessary, a small defect in the drainage or an unusually heavy rainfall is nearly always followed by a few cases of malaria. Malaria on the rubber estates has been dealt with by draining the land in the neighbourhood of the coolie-lines and by the application of larvicides to streams and other collections of water which cannot be treated in this manner. The older planters have long recognised that malaria is worst on the newly-planted estates; with the passage of time as the trees grow up, and the labour force becomes adapted to its surroundings, or, in other words, when the coolies have settled down and made themselves comfortable, malaria tends to disappear.

Another malaria-carrying mosquito, *A. umbrosus*, comes into play when coolie-lines are situated near the edge of the jungle, in which it lives, and the difficulty is overcome by cutting back the jungle or moving the coolie-lines.

Some of the seaports have suffered from severe outbreaks of malaria, in which *A. ludlowi* was the carrier concerned. This mosquito breeds in the brackish water of mangrove swamps, and has been dealt with by bunding and reclamation.

The malaria of rice-fields, for a long time, presented a problem which has been solved, only recently, by the malaria research division of the Institute for Medical Research in Kuala Lumpur. Large tracts of paddy land are quite free, while other places, not far distant, may be intensely malarious. It has been found that the malarious rice-fields are those contained in narrow valleys or situated at the foot of a range of hills. *Anopheles aconitus* breeds at the base of the hills and is the carrier. The rice-fields themselves are not a cause of malaria.

The measures adopted to prevent malaria have met with success in the towns and, for the most part, in villages and on estates where people are grouped together, but they have had little effect in controlling the disease in rural areas; and, in spite of all that has been done, the Senior Health Officer has to record in his report for the year 1926 that "malaria continues to head the list of diseases as the chief cause of sickness and death in the Federation."

Research into the general and local problems of malaria has been in progress in the Malay States for more than twenty-five years, beginning with the work in the field by Dr. (now Sir) Malcolm Watson and at the Institute for Medical Research by Dr. C. W. Daniels and Dr. G. F. Leicester. Mosquitoes and their larvae have been studied in the laboratories, the curative action of various drugs has been investigated, and experiments have been made with different methods of larval control. The Institute for Medical Research includes a special Malaria Research branch with three officers specially appointed for the investigation of malaria. Members of the pathological branch of the Institute are also working on the problems of malaria. In addition, inquiries on the preventive and clinical sides are being made by officers in the health and hospital branches of the medical department and by private practitioners in medical charge of rubber estates.

