



THE
COLONIAL TERRITORIES
(1949-50)

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DIARY OF SOME EVENTS OF COLONIAL INTEREST, 1949-50

- 1949
- APRIL Secretary of State visited Central Africa.
Announcement that the Secretary of State approved the introduction of adult suffrage, subject to a simple literacy test, in the Leeward and Windward Islands.
Sir Edward Twining appointed Governor of Tanganyika.
- MAY International Conference on African Inland Transport held at Lisbon.
Two E.C.A. experts on public health and insecticides visited East and West Africa.
Announcement that agreement had been reached between the United Kingdom and Egyptian Governments concerning the hydro-electric power dam at Owen Falls, Uganda.
Uganda Government appointed Sir Joseph Sheridan as Commissioner to enquire into the disturbances which took place in April.
Announcement that University College, Nigeria, is to receive £382,000 for initial capital expenditure on the site under a Colonial Development and Welfare scheme.
Announcement that His Majesty's Government would, subject to Parliamentary approval, make a free grant of £20,000,000 and an interest free loan of up to £18½ million towards the Malayan War Damage Compensation Scheme.
Federation of Malaya Government floated a loan of £8,050,000 on the London market.
Third session of the South Pacific Commission held at Noumea, New Caledonia.
Mr. Hugh Burrowes appointed Administrator of St. Kitts.
Lieutenant-General Sir Alexander Hood appointed Governor of Bermuda.
Mr. A. W. L. Savage appointed Governor of Barbados.
Sir Andrew Wright appointed Governor of Cyprus.
- JUNE His Majesty the King, accompanied by Her Majesty the Queen, visited the Colonial Office to inaugurate Colonial Month in London. An Exhibition "Focus on Colonial Progress", which was run in conjunction with Colonial Month, had over half a million visitors during the three months it was open.
Colonial Supplies Conference held in Colonial Office.
Fifth session of the United Nations Trusteeship Council opened at Lake Success.
Conference of Information and Public Relations Officers of Central and East African territories held at Nairobi.
Nairobi Municipal Council floated a loan of £1,500,000 on the London market.
First Provincial Council set up in Lake Province, Tanganyika.
Eighth meeting of the Caribbean Commission in Trinidad.
General election in the Bahamas.
Minister of Defence visited Hong Kong.
Sir Charles Arden Clarke appointed Governor of Gold Coast.
Sir Gerald Creasy appointed Governor of Malta.
Sir Ralph Hone appointed Governor of North Borneo.
Mr. Charlesworth Ross appointed Commissioner of Montserrat.
- JULY Colonial Loans Act received Royal Assent.
Colonial Development and Welfare Act amended to raise expenditure limit on research in any year to £2½ million and on all schemes to £20 million.
Conference of Commonwealth Finance Ministers in London.
The Secretary of State represented the colonial territories.
Colonial Co-operative Summer School at Oxford.
Ninth session of the United Nations Economic and Social Council opened at Geneva.
E.C.A. agricultural and veterinary experts visited East, Central and West Africa.

- JULY—(contd.)** E.C.A. technical assistance project approved to help in making a preliminary survey for the construction of a railway link between Northern Rhodesia and East Africa.
Northern Rhodesia Government floated a loan of £3,540,000 on the London market.
Governor of Sierra Leone put forward new proposals for constitutional reforms as basis for discussion in the territory.
Visit of two U.S. agricultural experts under E.C.A. technical assistance programme to British Guiana to advise on increased rice production.
- AUGUST** United Nations Special Committee on Information from Non-self-governing Territories began meetings at Lake Success.
Colonial Service Conference on agriculture in Africa at Cambridge.
Secretary of State discussed with representatives of the British South African Co., the Governor of Northern Rhodesia and two elected members of Northern Rhodesia Legislative Council the Company's mineral rights in the territory.
Conference of Medical Officers of the East and Central African territories held at Nairobi.
Sir Donald Kingdon appointed as commissioner in place of Sir Joseph Sheridan to investigate the Uganda disturbances.
Seventieth birthday of the Sultan of Zanzibar.
Discussion between the Secretary of State and Dr. Boffa, Prime Minister of Malta, on financial situation and economy of Malta.
Discussions between His Majesty's Government and delegations representing the British West Indies Sugar Association and the Jamaica Government on future sugar policy.
Publication of Colonial Primary Products Committee's report on mineral resources of the Colonial Empire (Colonial No. 247).
Mr. P. Wyn Harris appointed Governor of the Gambia.
- SEPTEMBER** Devaluation of sterling. (The British Honduras dollar was not devalued till 31st December, 1949).
Fourth General Assembly of the United Nations opened at Lake Success.
Headquarters and laboratories of the International Red Cross Service opened at Abercorn, Northern Rhodesia.
Four African unofficial members appointed to Nigeria Executive Council.
British Honduras Legislative Council passed resolution affirming their loyalty to the British connection.
Asian Regional Conference of the Food and Agriculture Organisation held in Singapore.
Twenty-fifth anniversary of the accession of the Sultan of Brunei.
Mr. D. G. Stewart appointed Governor of Sarawak.
- OCTOBER** Advisory Committee on Colonial Geology and Mineral Resources appointed.
Advisory Committee on Mass Education appointed.
Third International Congress of African Touring held at Nairobi.
International Conference on African Nutrition held at Dchang, French Cameroons.
African Regional Scientific Conference held at Johannesburg.
Visit of Permanent Under-Secretary of State to East Africa, Mauritius, Aden and Cyprus.
Publication of the Report of the Gold Coast Committee on Constitutional Reform (Coussey Committee's Report: Colonial No. 248) and His Majesty's Government's statement on the Report (Colonial No. 250).
An African member (the Honourable E. C. Quist) of the Gold Coast Legislative Council appointed President of the Council.
Minister of State visited Caribbean Colonies and in November presided over conference of Governors of Caribbean Colonies in Barbados.
St. Lucia Government floated a loan of £408,000 on the London market.
Fifth session of the Economic Commission for Asia and the Far East at Singapore.
University of Malaya formally instituted.

- OCTOBER—(*contd.*) Fourth session of the South Pacific Commission at Noumea, New Caledonia.
Seventy-fifth anniversary of Fiji's cession to Britain.
Publication of the second report of the Inter-University Council for Higher Education in the Colonies (Cmd. 7801).
Sir Hubert Rance appointed Governor of Trinidad and Tobago.
- NOVEMBER Overseas Resources Development Act, 1949, received the Royal Assent.
Advisory Committee on Colonial Colleges of Arts, Science and Technology set up.
Discussions opened between His Majesty's Government and dominion and colonial sugar producers.
British African Territories Conference on Land Utilisation held at Jos, Nigeria.
International Conference on Indigenous Rural Economy held at Jos, Nigeria.
Conference on finance and administration of colonial forces in Africa held at the Colonial Office.
Disturbances in Nigeria at the Enugu Mines, subsequently followed by trouble at Aba, Onitsha and Port Harcourt. Commission of Inquiry appointed with Sir William Fitzgerald as chairman.
Visiting Mission of the United Nations Trusteeship Council visited Cameroons and Togoland.
Togoland Joint Anglo-French Working Party investigated difficulties created by the existing customs frontiers between the two trust territories.
Announcement of His Majesty's Government's intention to make a grant of £3,000,000 to the Federation of Malaya in 1950 towards the cost of internal security and in addition to continue to bear the cost of United Kingdom troops in Malaya.
Parliamentary Under-Secretary of State attended, as representative of His Majesty's Government, a conference in Singapore on South-East Asia affairs called by the Commissioner-General for the United Kingdom in South-East Asia. He also visited Hong Kong.
Sir Raymond Priestley appointed chairman of the Governing Body of the Imperial College of Tropical Agriculture, Trinidad.
Sir George Sandford appointed Governor of the Bahamas.
- DECEMBER Special session of the Trusteeship Council at Lake Success to discuss future of ex-Italian Somaliland.
Publication of the Report of the East African Rice Mission (Colonial No. 246).
The Governor of Uganda announced that the Legislative Council would be expanded by four African, one European and one Asian unofficial members and six officials.
Conclusion of the Gibraltar Repatriation Scheme.
Publication of a review of the conversations held between the Secretary of State and the Malta Government in the summer of 1949 (Colonial No. 253).
Ninth meeting of the Caribbean Commission at St. Thomas.
General election in Jamaica.
Publication of the Reports of the Commission of Inquiry into the sugar industry in Antigua and St. Kitts.
Publication of the Report of the Commission of Inquiry into the British Guiana sugar industry (Colonial No. 249).
Governor of Sarawak fatally wounded at Sibul, Sarawak, by two Malays.
Mr. Robert Scott appointed Administrator, East African High Commission.
- 1950
- JANUARY Conference of Commonwealth Foreign Ministers at Colombo.
Sixth session of the Trusteeship Council opened at Geneva.
Transfer of certain responsibilities for welfare of colonial students from Colonial Office to British Council.
Formation of the British Empire Society for the Blind under the joint auspices of the Colonial Office and the National Institute for the Blind.

- JANUARY—(contd.)
- Establishment of the Colonial Research Service.
 - First meeting in Paris of the Commission for Technical Co-operation in Africa south of the Sahara.
 - Rockefeller Yellow Fever Institutes in Lagos and Entebbe taken over as a British responsibility.
 - Informal conference of the Governors of Nigeria, Gold Coast, Sierra Leone and Gambia at Lagos.
 - General Conference on the review of the Nigerian Constitution opened at Ibadan.
 - Gold Coast general strike called by Gold Coast Trade Union Council in support of some dismissed workers and of the Convention Peoples' Party's demand for immediate dominion status.
 - Technical survey of the Gold Coast Volta River resources for power and irrigation begins.
 - Announcement that Cyprus cleared of malaria-carrying mosquitoes after a three-year campaign.
 - Jamaica Government floated a loan of £3,250,000 on the London market.
 - Legislative Council proposed for the British Virgin Islands.
 - Asian Regional Conference of the International Labour Organisation at Colombo.
 - Mr. A. F. Abell appointed Governor of Sarawak.
 - Mr. H. G. Gregory Smith appointed Resident Commissioner of British Solomon Islands.
- FEBRUARY
- Tenth session of the United Nations Economic and Social Council opened at Lake Success.
 - Conference in Paris under the auspices of O.E.E.C. on surface transport problems in Africa south of the Sahara.
 - Publication of the Report on the disturbances in Uganda in April, 1949.
 - Installation of Her Royal Highness Princess Alice, Countess of Athlone as Chancellor of the University College of the West Indies.
 - Marooned scientists taken off Stonington Island, Falkland Islands Dependencies, after two-three years' stay.
 - Sir George Seel appointed Comptroller for Development and Welfare in the West Indies and British Co-Chairman of the Caribbean Commission.
- MARCH
- Mr. James Griffiths appointed Secretary of State for the Colonies, Mr. J. Dugdale, Minister of State and Mr. T. F. Cook, Parliamentary Under-Secretary of State, after the General Election.
 - Conference of Colonial Government Statisticians held at Colonial Office.
 - Colonial Service weekend conference on the Colonies in international relations at Cambridge.
 - Conference of African Government Engineers on standardisation of railway equipment in Africa held at Colonial Office.
 - East Africa High Commission floated a loan of £3,500,000 on the London market.
 - Makerere College, East Africa, raised to the status of a university college. Colonial Development and Welfare Grants of £1,100,000 to be made available for capital development.
 - Royal charter raising Nairobi to the status of a city presented by His Royal Highness the Duke of Gloucester to the Mayor of Nairobi.
 - Fiftieth anniversary of the Uganda Agreement.
 - Conference of financial officials of the Caribbean Colonies held in Barbados.
 - Publication of the Report of the British Caribbean Standing Closer Association Committee, 1948-49 (Colonial No. 255) and the Report of the Commission on the Unification of the Public Services in the British Caribbean Area, 1948-49 (Colonial No. 254).
 - Twenty-fifth anniversary of elected representation in Grenada.
 - Fiftieth birthday of Queen Salote of Tonga and fiftieth anniversary of the Treaty of Friendship between Great Britain and Tonga.

PART ONE

A GENERAL SURVEY

Introduction

“The central purpose of British colonial policy is simple. It is to guide the colonial territories to responsible self-government within the Commonwealth in conditions that ensure to the people both a fair standard of living and freedom from aggression from any quarter.”—Cmd. 7433 (“The Colonial Empire, 1947-1948”).

1. The basic requirements for effective self-government can perhaps be reduced to five. You must be strong, energetic and vigorous. You must have knowledge. You must be able to grow, dig and make all you possibly can for your own needs. You must have something to sell to the outside world in exchange for the things you need but cannot produce yourself. And you must be able to govern and administer your affairs honestly and efficiently (involving, not least, a readiness to take the odium for unpalatable decisions which under a colonial regime can conveniently be blamed on the metropolitan power).

2. The task of this report is to record a year's development in the advance of Britain's dependent territories towards achievement of these five basic requirements.

3. That most of the colonial peoples have still to achieve them is largely an accident of geography. The conditions of the tropics are not conditions in which human life easily flourishes. Excessive heat, excessive rain, excessive drought: jungle, swamp and desert: poverty of soil: pests that destroy man, beast and plant—these are conditions in which it has been no mean achievement merely to survive.

4. In its essence the task that Britain has undertaken at the side of the colonial peoples is therefore a battle against hostile natural conditions. The impact of the first and most critical engagement in the battle is being borne largely by Britain since it is she who commands the necessary resources of finance, scientific knowledge and technical skill, and because, metaphorically, she is riding to the rescue of a hard-pressed ally. In this initial engagement substantial successes have already been gained. The initiative has been wrested from the enemy, and a breathing space has been won in which to equip the colonial peoples with the means to maintain the gains already won and to turn them, unaided, to best advantage.

5. There are two principal instruments through which Britain makes her contribution to the common effort. First the Colonial Development and Welfare Act of 1945 provides £120,000,000 to supplement local resources for the basic utilities and services—researches, surveys, roads, schools, hospitals—on which all other progress must be built. Second, the Colonial Development Corporation has authority to borrow up to £110,000,000 from the Treasury for projects of a more specifically commercial nature—projects which for one reason or another (perhaps a smaller margin of profit, a greater risk, or a longer period to mature) cannot attract capital from other sources. It is mainly through these two instruments, and through continuing guidance in the art of government and administration, that the colonial peoples are being helped to achieve self-government by their own efforts.

6. If success can be gained the rewards are immense. For the colonial peoples, a life richer and fuller in every respect ; for Britain a strengthened Commonwealth and expanding opportunities for trade ; and for the world, an augmentation of resources, both human and material.

The Health Services

7. Difficulties are still being experienced in some territories in compiling reliable vital statistics on a nation-wide basis, but all the statistics available point to striking improvements in health during the last decade. The returns from Singapore, Malaya and Hong Kong, for example, have improved with each year since the liberation in 1945. In Singapore, which now claims to be the healthiest seaport in the East, the death rate in 1949 was as low as that in England and Wales, while the infantile mortality rate stood at 72 compared with 81 in 1948 and 130 in 1939. The figures for Cyprus are also notable: the 1949 death rate was one of the lowest in the world, while in seven years the infantile mortality rate had decreased from 180 to 70. Yet other striking figures come from the West Indies where it is estimated that since 1921 the average length of life in Jamaica, Trinidad and British Guiana has increased by more than 15 years. Though, in general, infant mortality figures are still high compared with those achieved in countries with temperate and healthy climates, they compare very favourably with those of certain independent tropical and semi-tropical countries (including some who are among Britain's most outspoken critics on colonial matters in the United Nations).

8. In a large measure the improvement undoubtedly results from effective control of malaria, until recently the chief killing disease in the world. Even before the war there had been impressive progress, particularly in Malaya, but the laborious and expensive work of control has been greatly facilitated by the war-time development of new insecticides, particularly D.D.T. As a result there are several spectacular achievements to record. Pride of place is taken by Cyprus which in January, 1950, announced the complete eradication of the malaria-carrying mosquito from the Island. This achievement was made possible mainly by repeated D.D.T. spraying of every possible mosquito breeding place over a period of three years. Before the war Cyprus recorded anything up to 18,000 cases of malaria annually: in 1949 the total was just over 100 and not one was a new infection. By similar methods some 95 per cent. of the people of British Guiana are now enjoying protection from malaria, and it is reported that the population is increasing after remaining stationary for a century. Mauritius, too, may well succeed in mastering or at least greatly diminishing the disease as a result of the full-scale programme of mosquito eradication now in progress.

9. D.D.T. may possibly prove to be hardly less effective in combating the tsetse fly, carrier of sleeping sickness in Africa. Experiments in Tanganyika with insecticide smoke from aircraft have already demonstrated that under certain conditions it is possible to kill all the flies in blocks of infested bush some five to six square miles in extent. With the aid of new allies such as D.D.T. and profiting from the experience gained in its famous Anchau settlement, Nigeria is now embarking on a scheme for the eradication of the tsetse in an area of 9,500 square miles and along cattle routes: a grant of over £350,000 has been made for the scheme from Colonial Development and Welfare funds.

10. Recently developed drugs are also offering the hope that other diseases prevalent in the tropics will be brought under control far more rapidly than could have been foreseen only a few years ago. Note was taken in

last year's report of the success of the drug chloromycetin, developed in America, in dealing with scrub typhus in Malaya. For lepers the sulphone drugs represent a strong new hope, and special efforts have been made to ensure adequate supplies. Similarly, it is intended to work towards the wide application of B.C.G. vaccine in the treatment of tuberculosis, a disease far more widespread in the Colonies than is perhaps realised: the appointment by the Secretary of State of a special consultant on tuberculosis is another indication of the importance attached to combatting the disease.

11. With the precept always in mind that prevention is better than cure particular attention is being paid in all territories to the tackling of disease at its source. Anti-malaria activities are one obvious example of this policy in action. There are innumerable others, ranging from the expansion of school health services to lessons in practical hygiene as part of community development schemes. The provision of pure water supplies rightly takes a prominent place in the development plans of all the territories. "A well of pure water in place of a distant stream or guinea-worm-infested mud hole is an almost miraculous blessing" says a report from Nigeria, where a £5,000,000 scheme makes good progress: already 75 new wells have been completed in one province and 55 in another.

12. That a well of pure water should be a "miraculous blessing" in some territories is a salutary reminder of the magnitude of the problem. Though there is so much to report that is satisfactory and encouraging, the tasks remaining are immense: and the burden falls heavily on the understaffed Medical Departments which together had almost 200 outstanding vacancies for medical officers at the end of 1949.

Education

13. All achievement reported from the Colonies can fairly be taken as a reflection, in part at least, of educational advance: but there is also the evidence of statistics. At the end of 1949 there was scarcely a territory in which there were not more schools open and more children in attendance than at the end of 1948. If the comparison be extended to a period of years the figures are frequently remarkable. In Malaya, for example, 581,000 children were at school in 1949 compared with 263,000 in 1941: teachers numbered over 17,000 compared with 7,000 and schools 3,949 compared with 2,521. This does not mean, of course, that there can be any grounds for complacency, since far too many children, especially in Africa, are still without schools.

14. So, too, in higher education each year since the war has seen both more colonial students in the United Kingdom and more men and women taking higher education courses in their own territories. At the end of 1949 the figures were respectively over 4,000 and over 2,300.

15. In the programme to provide university facilities in all the principal colonial regions three outstanding events took place during the year—the formal inauguration in October, 1949, of the University of Malaya, and the installation of the Rt. Hon. Malcolm Macdonald as Chancellor: the installation in February, 1950, of H.R.H. Princess Alice, Countess of Athlone, as Chancellor of the University College of the West Indies: and the announcement in March, 1950, of grants from Colonial Development and Welfare funds totalling £1,100,000 to Makerere College, East Africa, on its attainment of the status of a university college. These developments mean that in little more than two years one university (in addition to those in Malta and

Hong Kong) and four university colleges (in the West Indies, Nigeria, the Gold Coast and East Africa) have been brought into existence in the colonial territories. In addition, Fourah Bay College in Sierra Leone is being assisted from Colonial Development and Welfare funds.

16. Nor does this complete the report of progress in the field of higher education. In January, 1950, it was announced that the Secretary of State had appointed an Advisory Committee on Colonial Colleges of Arts, Science and Technology and that £1,250,000 had been allocated from Colonial Development and Welfare funds for the establishment of such colleges. As a result it is hoped that two new colleges will be set up in West Africa in the immediate future, their purpose being to provide courses of higher technical and commercial education, coupled with the training of teachers and of workers in social welfare and community development.

17. Among other events during the year was the graduation of the first group of teachers from Batu Lintang, the teacher training college set up in Sarawak with the aid of a Colonial Development and Welfare grant. The occasion was not one to create headlines in the outside world but for Sarawak, and particularly for the Dyak peoples, hitherto largely untouched by education, Batu Lintang is the symbol of a new era. Its first forty graduates began teaching throughout the country in January, 1950, and twelve of them opened schools in areas previously without educational facilities.

18. A word should be said finally about community development schemes. Their pattern differs from territory to territory, but one recurring feature is the compact team of experts working systematically in a given area. Uganda has five demonstration teams which tackle particular problems in particular areas. Northern Rhodesia has divided itself into eleven development areas, each with a community development team. Nyasaland has set a team to work experimentally in an area of 100 square miles. The Gold Coast has decided to train eight teams.

19. Not least of the problems is the provision of suitable literature written in the vernacular, and the East Africa Literature Bureau and the Joint Publications Bureau of Northern Rhodesia and Nyasaland, set up in 1948 under Colonial Development and Welfare schemes, are abundantly justifying their establishment. A most valuable role is also being filled by the Mass Education Clearing House set up in the University of London Institute of Education, again under a Colonial Development and Welfare scheme: in December, 1949, the Clearing House began publication of a "Mass Education Bulletin".

Economic Development

20. This development of social services is in one sense a contribution to greater economic well-being since vigorous and competent people are obviously an important economic asset to their country. Simultaneously capital is being provided for roads, railways, harbours and airfields, for power supplies for new industries, and for the development of agricultural and mineral resources, by the Colonial Development and Welfare Act, by the Colonial Development Corporation, by Colonial Governments themselves, and by private enterprise. It has been estimated that there are 350 major economic projects in hand or planned in the colonial territories, involving capital expenditure of £400 million.

21. Progress in the execution of Colonial Development and Welfare schemes rapidly accelerated during the year, aided by an easing in the supply situation, particularly of steel, which should be available in 1950 in quantities sufficient to meet most colonial needs. On the other hand, shortage of senior technical staff continues to be a limiting factor. Essential data for further development is being steadily accumulated by research and surveys. The many research activities include investigations in East and West Africa into the problems of tsetse-borne disease in cattle which so seriously hampers progress in great tracts of Africa: continuing field tests of antrycide suggest that the drug may not be the panacea that had at one time been hoped, but it is still too early to arrive at definite conclusions about its usefulness. On the surveys side, the Royal Air Force has continued to give the Directorate of Colonial Surveys invaluable aid by the provision of air photographs: during 1949 some 63,000 square miles were covered in East Africa and 32,000 in West Africa.

22. The Colonial Development Corporation, although it did not come into existence until 1948, had 28 fully operational undertakings in hand by November, 1949, involving a capital commitment of some £14,500,000. The undertakings are sited in all the colonial regions, and include projects as diverse as poultry farming in the Gambia, timber extraction in British Guiana, cement manufacture in Northern Rhodesia, tung production in Nyasaland, and sealing in the South Atlantic. In addition the Corporation had 51 schemes under investigation or in the planning stage at the end of November, 1949.

23. Arrangements made under the Economic Co-operation Agreement between Britain and America may also mean a substantial measure of external financial and technical aid for colonial economic development. Thus the assistance of the Economic Co-operation Administration has been formally sought for 29 projects requiring expenditure on dollar equipment and materials: the total expenditure involved is some 7.6 million dollars. To supplement recruitment in Britain and the Commonwealth, the services of American technicians and scientists have already been provided for a number of projects and investigations in Africa and the West Indies—for example in carrying out the pilot survey for a link between the railway systems in East Africa and the Rhodesias. Further American aid is being given to expedite and increase the production of “deficiency materials”, for example, kyanite, cobalt and bauxite.

24. In addition to projects wholly or partly financed in the ways already described there are others which Colonial Governments are undertaking on their own initiative, either by raising loans or from revenue and reserves. In some instances enterprises are being undertaken jointly with commercial firms or by commercial firms on their own account. The African Governments are paying particular attention to the efficiency of their harbours and railways, and large-scale works are in hand or in prospect at Takoradi (Gold Coast), Freetown (Sierra Leone), Lagos (Nigeria), Mombasa (Kenya), and Dar-es-Salaam and Mtwara (Tanganyika). In plans for industrial development it is noticeable that the milling and processing of timber figures prominently, as does cement manufacture (new factories are being built in Jamaica, Northern Rhodesia and Uganda). To illustrate the diversity of other industrial activity it is perhaps sufficient to mention that in Jamaica the largest sugar factory in the Colonial Empire has been completed and work is far advanced on a cotton textiles factory: in Tanganyika a large meat canning factory was due to go into operation during the first half of

1950 (51 per cent. of the share capital is held by the Tanganyika Government): in Trinidad considerable extensions have been made to the oil-refinery plant: and in Hong Kong large new cotton-spinning mills and weaving factories have been opened.

25. Lack of fuel for power militates against any extensive industrial development in many territories, however, and the possibilities of large-scale hydro-electric schemes are accordingly being investigated in the Gold Coast, North Borneo, Northern Rhodesia and the Federation of Malaya. Work has already begun on the great hydro-electric scheme which is being undertaken in Uganda as a result of the agreement signed between the British and Egyptian Governments in May, 1949. The scheme will take power from the Nile at the point where it leaves Lake Victoria on its 3,800-mile journey to the Mediterranean, and, by increasing the storage capacity of Lake Victoria, it will also help to solve urgent irrigation problems in Egypt and the Sudan.

26. Whatever degree of industrialisation is attained, however, most colonial territories will have to continue to earn their living mainly by primary commodities produced for their own use and consumption and for export. In general, the high levels of production achieved since the war were maintained during 1949-50, though adverse weather caused some setbacks, for example, to groundnuts in Nigeria, cotton in Uganda, and tobacco in Northern Rhodesia and Nyasaland. On the other hand, production of sisal in East Africa reached a new peak, as did sugar in Mauritius and Jamaica. During the 1948-49 season drought caused Malayan production of rice (a commodity of vital importance in the internal economy of the Eastern territories) to fall back from the record of the previous season, but there is every indication that the 1949-50 crop will easily reach a new record as the result of schemes to carry out improved drainage and irrigation works and to improve methods of cultivation. Rubber production in Malaya fell by 4 per cent. during 1949 from its 1948 record, a reflection in part of the sharp drop in price during the first half of the year (fortunately not sustained): that the activity of Communist bandits should have had so little effect on production again calls for a tribute to the men engaged in the industry, on the smallholdings and estates alike. Among mineral exports, there were increases during 1949 in gold, manganese, copper, bauxite, tin, diamonds, kyanite and oil.

27. The list of colonial commodities purchased in bulk by United Kingdom ministries shrank considerably during the year. The items remaining include bananas, cocoa, coffee, copper, sugar, tea, vegetable oils and oilseeds. Long-term arrangements for the purchase of sugar involved protracted negotiations of which an account is given in paragraphs 336-342. Among producers' marketing organisations, statutory boards to handle oilseeds, cotton and certain other products were set up in West Africa and had a satisfactory first year. The cocoa marketing boards in the Gold Coast and Nigeria continued to function satisfactorily (the Gold Coast board decided, inter alia, to give £1 million to the new University College of the Gold Coast).

28. Some commodities selling principally in dollar markets—especially rubber, cocoa and tin—suffered an alarming drop in prices during the first half of 1949, but following devaluation the prices of many items reached new high levels. To this extent devaluation proved beneficial to colonial producers: on the other hand, the increase in the cost of essential imports from dollar sources has meant some increase in the costs of production, while in those territories largely dependent on dollar imports, e.g. wheat and flour, the cost of living has inevitably increased. In British Honduras, where the impact fell with particular heaviness, a sum of £62,500 was provided from United Kingdom funds to assist in offsetting the effects of devaluation on the cost of living.

29. The year's events re-emphasised the economic interdependence of the United Kingdom and the Colonies. The flow of capital from Britain to the Colonies continued and Britain continued to provide the biggest single market for colonial products (9.8 per cent. of British imports during 1949 came from the Colonies compared with 9.7 in 1948 and 5.3 in 1938). On the other hand, colonial products maintained their importance both as dollar earners and dollar savers and so made a further vital contribution to the economic recovery of the sterling area.

Political and Constitutional Affairs

30. Following the General Election in February, 1950, and the reorganisation of the Government, Mr. James Griffiths, Mr. John Dugdale and Mr. T. F. Cook succeeded Mr. Arthur Creech Jones, the Earl of Listowel and Mr. D. R. Rees-Williams as Secretary of State for the Colonies, Minister of State for Colonial Affairs and Parliamentary Under-Secretary of State for the Colonies respectively. Mr. Creech Jones had held Office since October, 1946 (the longest tenure since that of Mr. L. S. Amery in the 1920's), Lord Listowel since January, 1948, and Mr. Rees-Williams since October, 1947. In a message to all Colonial Governors the new Secretary of State said that though he was a newcomer to colonial affairs he had watched with the keenest interest the work which had been going forward under his predecessor, to whose devotion to the Colonies, and knowledge of them, he paid tribute. He concluded by saying that he looked forward with enthusiasm to carrying on the great work in co-operation with the colonial peoples and the Colonial Service.

31. Several ministerial visits were paid to colonial territories during 1949. The Secretary of State visited Central Africa in April: in the late autumn the Minister of State toured the Caribbean Colonies: and in November the Parliamentary Under-Secretary visited Singapore and Hong Kong.

32. Since the war all but a few territories have received new constitutions giving a much greater measure of responsibility to the unofficial group in the Legislative Council or House of Assembly. In an increasing number of territories the unofficials now hold a majority, while the ministerial system has been introduced or strengthened in several instances. In view of this rapid succession of new constitutions a period of consolidation is perhaps to be expected, but even so 1949-50 has had its quota of notable developments.

33. Two, perhaps, stand out above others—the proposals for a new constitution in the Gold Coast, with an Executive Council including eight African Ministers appointed from the Legislature, and the proposals for the formation of a British Caribbean Federation with headquarters in Trinidad.

34. The Gold Coast proposals were contained in a report prepared by a committee of 39 Africans under the chairmanship of Mr. Justice J. H. Coussey, an African judge of the Supreme Court. The committee had been appointed to examine the recommendations for constitutional and political reform made by a Commission which enquired into disturbances taking place in the Gold Coast in 1948. The committee's report was published in October, 1949, together with a despatch from the Secretary of State for the Colonies in which His Majesty's Government, with certain reservations, accepted the report as "a workable plan within the framework of which constitutional development in the Gold Coast can now proceed". The Legislative Council accordingly decided in December, 1949, to set up select committees to work out the necessary arrangements, and the committees were still engaged on these tasks at the end of March. The Coussey Report (for so it has become generally known) is clearly a document of historic

importance. Both Africans and Britons have the right to be heartened by it, for such a document could have resulted only from a fruitful partnership. Both Africans and Britons can also take heart from the manner in which the people of the Gold Coast subsequently refused to be coerced into irresponsible action by a handful of extremists of the Convention People's Party, agitating for immediate self-government by a campaign of "positive action".

35. The proposals for a British Caribbean Federation were made by a committee set up following a conference in Jamaica in 1947 of representatives of all the West Indian Colonies. The committee's report was published in March, 1950, and will now be debated by the various legislatures. It recommends a federal form of government as "the best means of achieving self-government within the Commonwealth for the people of the British West Indies". Details of the proposed constitution, which would be on the Australian model, are given in paragraph 173. In a message to the people of the West Indies, published at the same time as the committee's report, the Secretary of State emphasised that federation would not be regarded as in any way "prejudicing the development of self-government in the individual territories".

36. Among other constitutional developments during the year was the laying before both Houses of Parliament in April, 1950, of an Order in Council embodying a new constitution for Trinidad and Tobago. The new constitution provides for a Legislative Council comprising a Speaker appointed by the Governor and 26 members, of whom 18 will be elected (the first General Election is likely to be held in September, 1950); the Executive Council is to comprise the Governor, as chairman, and nine members, of whom five will be elected to it by the Legislative Council and, when given charge of Government Departments, will be styled Ministers.

37. Nigeria (in area and population alike the largest of all British colonial territories) spent a busy year reviewing its constitution at discussions beginning in the villages and proceeding through provincial and regional conferences to a nation-wide conference in Ibadan in January, 1950. This process had been set in motion by the Governor early in 1949 when he suggested that progress under the 1947 constitution had been so satisfactory that a review might be undertaken much earlier than had originally been intended. Fifty-three delegates attended the January conference (the 28 unofficial members of the Legislative Council and 25 representatives selected at the four regional conferences) which had before it a report prepared by a Drafting Committee and embodying the views emerging from the earlier conferences. Very briefly, the Committee's report proposed that there should be three regional legislatures, a Central Legislature of 74 unofficial members (30 from the northern region and 22 each from the eastern and western regions) plus six ex-officio members, and a Central Executive of 19, of whom 12 would be elected from the Legislature and would be Ministers. In general the Ibadan conference accepted these proposals, but the Northern representatives took the view that the Northern Region must have equal representation in the Central Legislature with the two other regions together. When the recommendations of the conference came before the Legislative Council a Select Committee was appointed to consider them. In its report, published at the beginning of April, 1950, the Select Committee welcomed the proposals generally, and suggested that the solution to the problem of Northern representation might lie in having two Legislative Houses at the centre, the composition of the House of Representatives being based on population and that of an Upper House on equality between the regions. The Committee recommended that this idea should be discussed by the Regional Houses.

38. In East and Central Africa, where there are large European and Asian resident communities, new constitutions have been introduced in each territory since the war. The chief development during the year was the announcement in December, 1949, that with effect from the spring of 1950 African representation would be doubled on the Legislative Council of Uganda: this means that of the 16 unofficial members 8 will be African, 4 Asian and 4 European.

39. Note must also be made of continued headway in the development of democratic local government institutions, both municipal and rural, in all the African territories. The work is unspectacular but without it advances in the constitutions of the central governments would be largely illusory. Among the municipalities, Nairobi, capital of Kenya, had a memorable year. In June, 1949, the municipality became the first in the Colonies to receive authority to raise a loan on the London market on its own assets, and successfully floated a loan of £1½ millions. Then in March, 1950, when it celebrated its 50th anniversary, Nairobi received from the hands of H.R.H. the Duke of Gloucester a Royal Charter conferring upon the municipality the rank and privileges of a City.

40. Not all territories welcomed proposals that had been put forward for amendment of their constitutions. In Fiji a committee of the Legislative Council had been appointed to make recommendations, but when the Council debated these recommendations in December, 1949, it decided by substantial majorities against any changes of consequence. In Hong Kong in June, 1949, the Legislative Council passed a motion calling for abandonment of the proposals to set up a municipal council, and recommending instead the reconstitution of the Legislative Council with an unofficial majority and partly elected membership.

Banditry in Malaya

41. In Malaya the situation has necessarily been dominated by the demands of the anti-bandit campaign. Though the bandits have failed to dislocate the economic life of the country they have continued to cause a large diversion of resources, both financial and in manpower, from the constructive purposes of government, and to cause much distress among the people. The jungles and mountains of Malaya afford ideal cover for bandit activities of this kind, and the bandits are also aided by the ease with which they can assume the role of peasants. As a result, the bandits are able to create trouble out of all proportion to their numbers. The extent to which they have stirred up the anger of the people of Malaya, and the hollowness of their claims to be a true "national" movement, was apparent when the organisation of an anti-bandit month in February, 1950, drew statements denouncing the bandits from the leaders of Malay, Chinese, Indian and European communities alike, and from the trade union leaders, and the offering of their services by 430,000 Malaysians. This offer of services, it should be noted, is additional to the earlier recruitment of some 30,000 Special Constables, and another 39,000 Auxiliary Police and Kampong Guards on a voluntary part-time basis. The pretensions of the bandits to constitute a national uprising are further falsified by an analysis of casualty figures, both among the bandits themselves and among their civilian victims. Of the 1,592 bandits killed or captured to the end of 1949 no less than 1,478 (nearly 93 per cent.) were Chinese, while the 699 civilians killed up to the 31st January, 1950, included 459 Chinese (over 65 per cent.).

42. To assist the Government of the Federation in bearing the heavy financial burden imposed by the emergency His Majesty's Government contributed £5 million towards internal security expenditure in 1949, and agreed to make a further contribution of £3 million in 1950; the additional costs incurred by the Service Departments in their operations against the bandits are also to be met by Britain (it is expected that these may have amounted to some £7 million by December, 1950). The Service Departments have also accepted increased commitments in Hong Kong in view of the uncertainties of the situation in China. In announcing in May, 1949, that reinforcements were being sent to the Colony, His Majesty's Government made it clear that the purpose was solely to prevent the unsettled conditions in China from endangering the welfare and safety of the people of Hong Kong, or from hampering the peaceful pursuit of legitimate trade.

43. The Malayan troubles were the most serious experienced by a Colonial Government during the year, but there were also disturbances causing loss of life in Nigeria, Uganda and the Gold Coast, while the murder of Mr. D. G. Stewart, the Governor of Sarawak, by two youths was a peculiarly dastardly and senseless crime, all the more deplorable in view of the encouraging progress made in the organisation of social services and local government in Sarawak since the introduction of Crown Colony administration in 1946.

44. The Nigerian disturbances had their origin in a wages dispute at the Government Colliery at Entugu, where an incident in November, 1949, led to a clash between police and miners in which 20 miners were killed. Disturbances then occurred elsewhere in the Eastern Provinces and before the emergency ended three more deaths had resulted. A Commission of Enquiry (including two African judges) was appointed to investigate the disorders. The outbreak in Uganda took place in April, 1949, and involved eight deaths: the Commissioner appointed to investigate the disorders reported that they constituted a planned rebellion against the Ruler and Government of the kingdom of Buganda, and with one possible exception the alleged grievances had no substance. A reference was made earlier to the Gold Coast incidents, which took place in January, 1950, and caused the deaths of two African policemen: these incidents were of short duration and arose from the unsuccessful efforts of the Convention People's Party to organise a "positive action" demonstration. Though some setbacks must be expected from time to time in the conduct of the affairs of 65 million people, events such as these cannot but cause distress to all who have the interests of the Colonies genuinely at heart.

45. The year did not lack its pleasant occasions, however, and there were fitting ceremonies and celebrations to mark the 75th anniversary of the voluntary cession of Fiji to the Crown, of the 25th anniversary of the Sultan of Brunei's accession, of the 70th birthday of the Sultan of Zanzibar, of the 50th birthday of Queen Salote of Tonga, and of the 25th anniversary of elected representation in Grenada.

The Colonial Service

46. In all the work of constitutional development the Colonial Service continues to make a vital contribution. As developments proceed the task of the Service is gradually being transformed, particularly in the senior ranks, where more and more the work is tending to become advisory rather than directly executive. It is also becoming more and more an important function of those members of the Service recruited in the United Kingdom to train inhabitants of the Colonies themselves to carry out increasingly responsible work. The

new tasks call, if anything, for even higher qualities of imagination, intelligence and character than the old, but it is fortunately evident that the Service is not lacking in men of the kind required.

47. Although recruitment to the Colonial Service was at a higher level than in any pre-war year there is still a shortage of recruits in several branches, particularly some of those calling for professional qualifications. This shortage is partly due to the continuing high level of demand in Britain itself, but even more to the great expansion in the demands of the Colonies as a result of their plans for development.

United Nations Activities

48. A growing appreciation of the problems of administration in under-developed territories was shown by the Trusteeship Council during its 5th and 6th Sessions. In consequence its Resolutions have, generally speaking, been such as to command a large measure of support from the Administering Authorities. Items dealt with at the 5th Session included examination of the Report of the Visiting Mission which went to East Africa in 1948, together with the comments of His Majesty's Government on the Visiting Mission's Report on Tanganyika; detailed study of the question of administrative unions affecting trust territories; and arrangements for the despatch of a Visiting Mission to the British and French trust territories in West Africa in the autumn of 1949. Items at the 6th Session of particular concern to the United Kingdom included examination of the Annual Reports for 1948 on Tanganyika and the British Cameroons; examination of the Visiting Mission's Report on the British Cameroons and the comments of His Majesty's Government on the report; and a considerable number of petitions concerning the British Cameroons. The Reports of the Visiting Mission on the British Cameroons and British Togoland are particularly interesting and useful documents. At its 6th Session the Trusteeship Council also negotiated a Trusteeship Agreement for ex-Italian Somaliland, and made final arrangements for a Visiting Mission, under the chairmanship of Sir Alan Burns, the Permanent United Kingdom Representative on the Council, to the trust territories in the Pacific.

49. Unfortunately, the improved atmosphere prevailing in the Trusteeship Council was not reflected in the Fourth Committee of the General Assembly or in the Assembly itself. Members of the Assembly attempted once more to assert a right of the United Nations to intervene directly in the administrative affairs of trust territories and to pass judgment on events and policies in all other dependent territories. This movement culminated in the adoption of 17 resolutions relating to trust and other non-self-governing territories: of these the United Kingdom representative was able to vote for one only; he abstained on four others and voted against 12. In particular, resolutions were adopted continuing for three years the Special Committee set up to examine the information transmitted in accordance with Article 73 (e) of the Charter, and giving it powers of roving enquiry into social, economic and educational matters and certain aspects of constitutional matters in territories not under trusteeship. In a strongly worded statement to the General Assembly, the Minister of State (Mr. Hector McNeil) reaffirmed that there was nothing in the United Nations Charter enabling the United Nations to take upon itself responsibility for, or supervision, of, non-self-governing territories, and he fully reserved the position of His Majesty's Government on any matters arising out of the Assembly resolutions.

50. Matters of colonial interest were also discussed in the Economic and Social Council and its functional Commissions, and in the Specialised Agencies. Technical assistance for under-developed countries has attracted much attention, especially since the "Fourth Point" of President Truman's Inaugural Address to Congress in January, 1949, pointed to an expanded programme. As the work of the Specialised Agencies is becoming of greater direct interest to colonial territories, the United Kingdom delegations to some of the general and regional conferences of the Agencies during the year included colonial representatives; for example Mr. M. Aziz, of Cyprus, led the United Kingdom Delegation to the Second Session of the World Health Organisation Regional Committee for the Eastern Mediterranean. United Kingdom colonial territories also participated as associate members in the Economic Commission for Asia and the Far East: at the Commission's most recent session, at Singapore in October, 1949, delegates attended from Hong Kong and from the Malaya and British Borneo Group.

51. With the concurrence of the Colonial Governments concerned, His Majesty's Government concluded agreements for the provision of assistance from the International Children's Emergency Fund to the children of Malaya, Singapore, Hong Kong, Sarawak, Brunei, British Honduras and Malta. The assistance has included fellowships and training schemes for health and welfare workers, feeding programmes, anti-tuberculosis and anti-malarial projects, and the provision of additional and improved equipment for hospitals, and for milk conservation.

Other International Co-operation

52. In addition to international co-operation under the auspices of the United Nations, collaboration in technical matters has continued in Africa between the colonial powers and with the Union of South Africa and Southern Rhodesia. There has also been close liaison between the Colonial Office and the colonial authorities in Paris, Brussels and Lisbon, who have constant opportunity for collaboration in economic matters in the Overseas Territories Committee of the Organisation for European Economic Co-operation. Four important conferences were held during the year on technical subjects, namely, a Conference on African Transport in Lisbon, a Regional Scientific Conference in Johannesburg, a Nutrition Conference in the French Cameroons, and an Indigenous Rural Economy Conference in Nigeria. A noteworthy step was the setting up by the Governments of Belgium, France, Portugal, Southern Rhodesia, the Union of South Africa and the United Kingdom of a Commission for Technical Co-operation in Africa south of the Sahara. Co-operation in locust control deserves special mention; the International Red Locust Convention was signed in February, 1949, between Belgium, South Africa, Southern Rhodesia and the United Kingdom.

53. Regional international co-operation continued satisfactorily. In Africa, especially in West Africa, it has taken the form of discussions on technical matters and of the exchange of visits and information. The Caribbean Commission met twice during the year, and meetings also took place of its Research Council, of the Interim Tourist Committee, and of meteorological and telecommunications experts to discuss improvement of the hurricane warning system. In addition, a conference was held on "The Place of Livestock in Caribbean Economy". The participating Governments have issued a statement reaffirming their support of the Caribbean Commission as an advisory body on regional social and economic problems. The South Pacific Commission set up its permanent headquarters in Noumea, New Caledonia, in the early part of 1949, and held its Third and Fourth Sessions there later in the same year. Its programme of research provides for twenty-eight projects.

Opportunities in Partnership

54. Over 4,000 young men and women from the Colonies were studying in the United Kingdom early in 1950. With effect from the 1st January, the British Council took over important responsibilities for their accommodation and welfare, and to ensure adequate means for the task the expenditure of £425,000 has been authorised from Colonial Development and Welfare funds over a five-year period.

55. Other welcome visitors from the Colonies are the footballers, cricketers, athletes and others who so endear themselves to British crowds, not only by their proficiency, but also by their cheerful and engaging manner. A Nigerian football team, which toured England in the autumn of 1949 and played some of the leading British amateur sides, acquitted itself with great credit both on and off the field. At badminton Malaya proved too good for everyone else in the world championship played in Britain during 1949. And during the 1950 cricket season the West Indians will be meeting the full might of England.

56. Sporting occasions of this kind are an invaluable means of enabling the British people to get to know and appreciate the qualities of their fellow-citizens in the Colonies. In the ultimate issue the Commonwealth must stand or fall by the way its peoples feel about each other, and opportunities for ordinary people in Britain and ordinary people in the Colonies to get to know each other are unhappily all too few.

57. Failing first-hand contacts, efforts are being made to see that at any rate information about the Colonies is not lacking in Britain. The highlight of these efforts during 1949 was London's Colonial Month, of which the centre-piece was an official exhibition "Focus on Colonial Progress", attended by over 500,000 people. Beginning in May, 1950, a touring version of the exhibition is to visit eight of Britain's biggest provincial cities, and at each of these cities the local authorities are organising a "Colonial Week".

58. When he visited the Colonial Office on the 21st June to inaugurate "Colonial Month", His Majesty the King spoke of the boundless opportunities which are open to the peoples of the Colonies and the people of Britain in partnership. His words make a fitting conclusion to this summarised review of the events and developments of 1949-50. He declared:

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

PART TWO

CHAPTER I

THE COLONIAL OFFICE AND THE COLONIAL SERVICE

(a) The Colonial Office

59. The year was primarily one of consolidation in the internal organisation and staffing of the Colonial Office. As the reports for the two previous years have shown, there was extensive reorganisation and changes of staff in the post-war period. By 1949-50 the main lines of reorganisation had been settled, although there were numerous minor changes and improvements. No new departments were created, but the International Relations and Economic Relations Departments both had to be divided into two because of the pressure of work arising from the effect of international organisations and international economic negotiations on colonial territories. The senior staff of the Statistics Department, which was created in September, 1948, was brought up to establishment by the middle of 1949.

60. The total number of staff was almost the same at the end of the year as at the end of the previous year, i.e., just over 1,200. This figure is notably low in relation to the enormous range of Colonial Office responsibilities and it is worth noting the small size of the staff compared with that of the very large U.K. Ministries, which have, of course, direct executive functions. Since the Colonial Office is almost entirely a Headquarters Department, it has, however, a comparatively large administrative staff and in this respect ranks among the six largest U.K. Ministries.

61. There was a change of Ministers after the General Election. The Rt. Hon. James Griffiths, M.P., was appointed Secretary of State for the Colonies, the Rt. Hon. J. Dugdale, M.P., Minister of State for Colonial Affairs and T. F. Cook, Esq., M.P., Parliamentary Under-Secretary of State.

62. There were a few changes among the senior staff. Dr. R. Lewthwaite, O.B.E., succeeded Dr. A. F. Mahaffy as Director of Colonial Medical Research and Joint Secretary of the Colonial Medical Research Committee. As permanent staff were recruited through the Civil Service Commission it was possible to put the staffing of the Office on a more stable and satisfactory basis than had been possible in the immediate post-war years. Nevertheless, staffing difficulties were still serious during the year; there was a general shortage of experienced staff in almost all grades and still an acute shortage in the typing grades, which remained a serious handicap to Office efficiency.

63. The scheme for the secondment of Colonial Service officers to the Colonial Office for two-year periods continued and there were 23 officers on secondment at the end of the year. In addition a promising start was made in the scheme for the secondment of members of the local civil service of colonial territories to the Colonial Office for training purposes. Two officers from West Indian territories and one from Hong Kong were on secondment at the end of year.

64. On the 1st April, 1949, the Colonial Office took over responsibility for the scientific sections of the Imperial Institute which did work in the colonial sphere. On the creation of the Mineral Resources Division, under the Directorate of Colonial Geological Surveys, and the Colonial Products Advisory Bureau, from two former sections of the Institute, it was agreed to increase their staffs substantially in order to provide an improved service to colonial territories. This raised difficult technical issues, which, combined

with the present shortage of scientific staff, left many vacancies still to be filled at the end of the year.

65. Their Majesties the King and Queen visited the Colonial Office on the 21st June, 1949, to inaugurate "Colonial Month" (see paras. 58 and 554).

66. Numerous visits were made to colonial territories both by Ministers and senior officers. Mr. Creech Jones visited Central Africa in April and May, 1949. Lord Listowel visited the West Indies in October and November, 1949, and Lieut.-Colonel Rees-Williams, Malaya and Hong Kong in November, 1949. The Permanent Under-Secretary of State visited East Africa and a number of other colonial territories between October and December, 1949. Four of the Assistant Under-Secretaries visited them the West Indies and Bermuda, Central Africa, West Africa, Mauritius and Seychelles. The Agricultural Adviser visited Cyprus and Trinidad and attended a conference at Jos, Nigeria. The Veterinary Adviser also attended the Jos conference. The Adviser on Co-operation visited the Far East and Cyprus, the Education Adviser West Africa, the Fisheries Adviser East Africa and Mauritius, the Forestry Adviser Cyprus and the West Indies, the Inland Transport Adviser Sierra Leone, the Labour Adviser Central Africa, the Chief Medical Officer East and Central Africa, Mauritius, Aden and Cyprus, the Police Adviser the Far East and the West Indies, and the Social Welfare Adviser West Africa.

(b) The Colonial Service

67. During 1949 revised scales of salaries were introduced in Trinidad, British Guiana and Barbados. A commission has been examining the structure of the civil service and the general conditions of service of civil servants in Jamaica, and in Fiji and the Western Pacific a commission has been appointed to report upon the remuneration of civil servants. It has been necessary to re-introduce cost of living allowances in certain territories, e.g., Nigeria, Sierra Leone, the Gold Coast and Northern Rhodesia, owing to the considerable increase in the cost of living since salaries were revised in 1946. A report on the unification of the public services in the British Caribbean by a Commission under the Chairmanship of Sir Maurice Holmes, G.B.E., K.C.B., was published in March, 1950 (Colonial No. 254).

68. A scheme has been prepared in consultation with the Ministry of Health for the interchange of doctors between the National Health Service and the Colonial Medical Service. The scheme is at present under consideration by Colonial Governments. One of its most important features is that it will enable doctors from the National Health Service to work for a few years in the Colonial Medical Service and then return to the United Kingdom without any loss of pension rights.

69. Arrangements are continuing for the setting up of Public Service Commissions and steps are being taken to establish such commissions in Trinidad, Hong Kong and Singapore. Whitley machinery has been used in the Colonial Service during the past year to an increasing extent.

70. Discussions with the British Medical Association about salaries in the Colonial Medical Service have been proceeding smoothly and it is hoped that the outstanding questions will be satisfactorily settled.

71. The tragic death of the former Governor of Sarawak, the late Mr. D. G. Stewart, occurred in December, 1949, within a few weeks of his arrival in the territory, as a result of wounds which he received from assassins while carrying out his official duties.

72. The following appointments to Governorships were made during the period under review:—

Sir Edward Twining, K.C.M.G., M.B.E., Governor of Tanganyika.
Mr. A. W. L. Savage, C.M.G., Governor of Barbados.
Sir Andrew Wright, K.C.M.G., C.B.E., M.C., Governor of Cyprus.
Lt.-Gen. Sir Alexander Hood, G.B.E., K.C.B., Governor of Bermuda.
Sir Ralph Hone, K.B.E., M.C., T.D., Governor of North Borneo.
Sir Gerald Creasy, K.C.M.G., O.B.E., Governor of Malta.
Sir Charles Arden-Clarke, K.C.M.G., Governor of the Gold Coast.
Mr. P. Wyn Harris, C.M.G., M.B.E., Governor of the Gambia.
Sir Hubert Rance, G.C.M.G., G.B.E., C.B., Governor of Trinidad.
Sir George Sandford, K.B.E., M.C., Governor of the Bahamas.
Mr. A. F. Abell, C.M.G., Governor of Sarawak (in succession to Mr. D. G. Stewart).

73. *Recruitment and Training.*—In spite of the continued severe competition from other employers for candidates reaching the standards required for the Colonial Service, and of the fact that the colonial demand itself continues at a much higher level than before the war, the proportion of recruits to vacancies showed improvement in most branches of the Service during the year and in certain branches the improvement has been marked. The position in the Forest Service has been improved, and 42 probationers were recruited for the Agricultural Service, which represents a record. There has also been steady improvement in the intake of engineers, surveyors and geologists. Recruitment for some other branches was less satisfactory. In particular the staff position in the Colonial Medical Service, which has to compete for the limited supply of British doctors with the United Kingdom National Health Service, and in the Administrative Service, where the demand is exceptionally heavy, still gives cause for much concern.

74. The total number of vacancies filled during the calendar year 1949 was 1,414 as compared with 1,150 for 1948, an increase of approximately 25 per cent. At the end of 1949, however, 1,130 vacancies remained unfilled. The corresponding figure for 1948 was 1,175. The number of new vacancies declared by Colonial Governments during 1949 was 1,320.

75. One hundred and fifty-eight appointments were made to the Administrative Service, 236 to the Education Service, 221 to the Engineering Service, 85 to the Medical Service, 47 to the Survey and 47 to the Veterinary Services. These Services are still seriously understaffed, however, the vacancies at the end of the year being Administrative 132, Education 168, Engineering 250, Medical 198, Survey 43 and Veterinary 22.

76. Efforts have been made to encourage secondment from the Home Services, particularly of doctors and teachers, and progress is being made in these arrangements with the professional bodies concerned in the United Kingdom. Fifty candidates were recruited for the Colonial Service during 1949 by the organisations established in Commonwealth countries. While this number is still small it is nevertheless the highest figure since the end of the war, and substantially exceeds the average for the inter-war years.

77. During the year arrangements for the dissemination of information about Colonial Service appointments have been improved. A new recruitment booklet has been published containing full factual information for prospective candidates.* A comprehensive programme of talks at schools

* *Appointments in His Majesty's Colonial Service* C.S.R. 1 1950.
H.M. Stationery Office, Price 1s.

and universities and principal technical institutions throughout the country is being carried out by members of the recruitment and advisory staff of the Colonial Office, accompanied by officers of the various branches of the Colonial Service. It is hoped that as a result of these and other efforts generally to quicken interest in colonial affairs in the United Kingdom there will be a marked improvement in recruitment this summer.

78. There has been a substantial development in the training arrangements for officers of the higher branches of the Colonial Service ranging from Broadcasting and Civil Aviation to the Survey and Veterinary Services; the numbers under training during the year totalled 1,060, almost double the figure for 1948. A proportion of these courses are long university courses for recruits to the Services, mainly Administrative, Agricultural, Education, Fisheries, and Survey, who after selection receive appropriate post-graduate training before taking up their colonial appointments. But the majority of those undergoing training are serving officers on leave, especially from the Administrative, Labour, Medical, Nursing and Police Services. For these the training is designed to acquaint them with the latest developments and to equip them with the most up-to-date techniques in their own particular fields.

79. Though much of the training takes place in the universities, especially Oxford, Cambridge and London, other training centres like the Royal College of Nursing in London, the Police College near Coventry, the Metropolitan Police Training School at Hendon, the School of Military Survey at Newbury, and Government Departments such as the Ministry of Civil Aviation, Board of Customs and Excise, the Ministry of Labour and the Prison Commission play an important part. Local government authorities throughout the country have also given invaluable help to officers requiring an insight into the practical workings of local government. There is an increasing demand from the Colonies for this kind of training.

80. Most of the officers taking these courses are Europeans but the proportion of officers born in the Colonies has increased and may be expected to increase still further. There has been a particularly noticeable development of interest in English local Government by Africans and arrangements have been made for a party of 22 Nigerian officials to spend some months studying the British system with various local authorities.

81. Co-operation with other colonial powers in training matters has developed considerably and visits to Colonial Service training centres in the respective countries have been exchanged by British, French and Belgian Colonial Service officers. These exchanges are proving of great mutual benefit and plans are being made for their further development.

82. The growth of the statistical services made it possible for the first Conference of Colonial Government Statisticians to be held at the Colonial Office in March, 1950, with the aim of pooling experience, discussing current problems and charting possible lines of advance. Senior statisticians from a number of United Kingdom Ministries and an observer from the United Nations Statistical Office attended the Conference.

83. During 1949-50 statisticians were appointed for the first time in Trinidad, Fiji and Cyprus and many of the Statistics Departments in the larger colonial territories were strengthened by additional qualified staff. The recruitment of statisticians in the United Kingdom and in the Dominions increased the number of expatriate senior officers from 11 at the beginning of 1949 to 24 at the end of April, 1950, and the total number of senior

officers in Statistics Departments at the end of 1949-50 was almost double this figure. A number of the locally recruited senior officers have been trained in universities in the United Kingdom and elsewhere.

84. Two conferences for Colonial Service officers have been held at Cambridge: the first in August, 1949, on the development of agriculture in Africa and the second on the Colonies in international relations in March, 1950.

CHAPTER II

POLITICAL AND CONSTITUTIONAL DEVELOPMENTS

(a) The African Territories

85. His Majesty's Government's policy of progressively guiding the colonial territories to self-government within the Commonwealth is well illustrated by the Report of the Coussey Committee on Constitutional Reform in the Gold Coast, which was published in October, 1949.* This Report has been widely recognised as a notable contribution to the constitutional history of the Commonwealth; and the fact that the committee was composed entirely of Africans is in itself an indication of the advance made in recent years. His Majesty's Government broadly accepted the committee's recommendations,† which are explained in paragraph 100. That no report of comparable significance emanated from any other African territory should not however be taken to mean that constitutional progress elsewhere has been negligible. In Nigeria there are now four African members of the Executive Council, and the review of the constitution which has been going forward in close consultation with the people since 1948 has reached the stage where the proposals of the General Conference held at Ibadan in January, 1950, were formally debated by the Legislative Council, following debates in the Regional Houses of Assembly. In Sierra Leone the proposals agreed to in 1948 for reconstitution of the Legislative Council remain in abeyance; alternative proposals have been published by the Governor for consideration, and are still under discussion locally. In Tanganyika a representative committee has been charged with the duty of submitting recommendations for constitutional reform. In Uganda the number of African unofficial members of Legislative Council has been increased from four to eight: an African unofficial member has also been appointed to the Executive Council.

86. Progress in the important field of local government has been even more marked than in previous years. It has long been recognised that the quality of political progress in the African territories would be conditioned by the extent to which the inhabitants schooled themselves to conduct their local affairs on modern lines, and the "Native Administration" system was always directed towards this end. The fruits of this long-established policy are now being gathered, and the developing economies of the territories have accelerated the process. In particular there are signs that educated and progressive Africans in most areas are now ready to play an active part in the administration of their own local affairs as a necessary corollary to the part they play in national politics. In short the "Native Administrations" are grow-up and putting on modern dress. During the year under review many of

* Colonial No. 248. † Colonial No. 250.

them attained a legal majority which brought with it rating and rule-making powers in all respects comparable to those enjoyed by local authorities in the United Kingdom, accompanied by a change in designation to "District Council", "Rural Council", etc., which is more descriptive of their new and wider sphere of responsibility.

87. This process has been at work in all the African territories, though the pace has naturally been slower in territories such as Somaliland, with its special post-war difficulties. In Kenya, Nairobi received its Charter as a City, and a new Ordinance conferring wide powers on African District Councils was passed at the last session of the Legislative Council. In Sierra Leone a system of Rural District Councils has been established for the rural area of the Colony (as distinct from the Protectorate). In Nigeria the recently-created municipality of Port Harcourt now has a council with an elected African majority, the municipality of Lagos has been given increased powers and has a wholly-elected council, and a Bill was introduced in March, 1950, providing for the introduction in the Eastern Provinces of a three-tier system of local government on modern English lines. The Coussey Report recommended the introduction of a modern system of local government in the Gold Coast, and sub-committees of the Legislative Council have been set up to examine the committee's proposals. There is everywhere a great need for trained local authority staff. This need is being met in some cases by the establishment of training courses for local government staff, and in others (as, for example, in Nigeria) by arrangements for the training in the United Kingdom of selected officials. The latter arrangements have been made possible by the ready generosity of local authorities in the United Kingdom in affording special facilities for attachments to their offices.

88. In most of the African territories the relationship between central and local government is being re-examined both from the financial and the administrative point of view. Central Governments have shown themselves anxious to delegate responsibility for local services, but it is not yet everywhere possible for local bodies to assume the full weight of this burden. To avoid the danger of essential local developments being held up through the preoccupations of the central government and the immaturity of the local governments, a number of devices are being used to stimulate local interest and initiative in developmental work. In the Lake Province of Tanganyika a Provincial Council has been established with nine official and nine unofficial members under the chairmanship of the Provincial Commissioner; to this Council the Tanganyika Government has delegated important executive and financial powers in the affairs of the Province, and similar Councils are to be established elsewhere in the territory. Provincial Councils with similar objects are in being in several other territories. With the same broad objective, but without the formal powers of Provincial Councils, there are also in many territories Provincial and District Development Teams which aim at developing the agricultural economy of the rural areas (and ancillary social services) by intensive methods based on close co-operation between administrative and departmental officers in the field. Complementary to these activities are the special techniques of community development or mass education, which are discussed in Chapter V, paras. 514-525.

89. The regional organisations continued to promote inter-territorial co-operation and to secure the co-ordination of certain services. The East Africa High Commission and the East Africa Central Legislative Assembly have now firmly established themselves and have continued to do work of

great value in the administration of services common to all the East African territories. The West African Council and the Central African Council are not statutory bodies, but they have continued in their own spheres to provide useful machinery for closer co-ordination between the Governments of the territories concerned.

90. It remains to note the official Conference which was held in November, 1949, between representatives of the Colonial Office, the Treasury, Service Departments and of all African Colonial Governments to discuss the means of making financial provision in future for colonial forces in Africa and the Indian Ocean, and also to discuss the control and administration of those forces.

Developments in Individual Territories

91. *Nigeria*.—The process of reviewing the constitution in consultation with representatives of the people from the district level upwards was completed during the year. Conferences were first held at district and provincial levels, and later there were conferences in the three regions and in the Colony (including Lagos). The recommendations made in the reports of these four conferences showed that there existed a large measure of agreement on the need for increased autonomy in the regions. The reports then came before the Drafting Committee to prepare a statement, based on the views of the regional and Colony conferences, for consideration by the General Conference in January, 1950. The Drafting Committee comprised three representatives each of the Northern, Eastern and Western Provinces, one representative of the Colony and one representative of Lagos, sitting with the Chief Secretary, the Attorney-General and the Financial Secretary.

92. The report of the Drafting Committee, which was unanimous, may be summarised as follows:

1. *Regions*. There should be three regions, northern, eastern and western; Lagos and the Colony should be included for legislative and administrative purposes as a province in the western region; and there should be a commission of inquiry into inter-regional boundaries.

2. *Regional Legislatures*. In the northern and western regions there should be bicameral legislatures and in the eastern region a single chamber. The second chambers in the north and west would consist of chiefs and ex-officio members. The Regional Legislatures would have power to enact legislation over a wide range of specified subjects, but the Central Legislature would have power of review and disapproval of such legislation if it were held to conflict with any overall Nigerian interest or obligation under convention or agreement.

3. *Regional Executive*. There should be an Executive Council in each region presided over by the Lieutenant-Governor (the new title proposed for the Chief Commissioner) with a majority of unofficial members elected from the legislatures. The Executive Council should formulate policy and direct executive action within the region and the majority of elected members would be ministers holding portfolios.

4. *Central Legislature*. This should be a single chamber consisting of 74 unofficial members (30 from the northern region and 22 each from the eastern and western regions) together with six ex-officio members.

5. *Central Executive*. There should be a Council of State consisting of the Governor as President, six ex-officio members and 12 members elected from the Central Legislature, four from each region. Of these 12 members, six would hold portfolios covering central subjects,

three would hold portfolios covering regional subjects and three would be ministers without portfolio. Portfolios would also be held by the Chief Secretary, the Attorney-General and the Financial Secretary among the ex-officio members.

6. Provision should be made in the constitution to ensure representation of the Trusteeship Territory of the Cameroons, both in the eastern regional legislature and executive and in the central legislature and executive.

7. An expert and independent inquiry should be undertaken to prepare proposals for division of revenue over a period of five years between the three regions and the Central Government in order to achieve in that time a progressively more equitable division of revenue as between the three regions and the centre. The proposals of this inquiry should be considered by a committee under the chairmanship of the Financial Secretary and consisting of five representatives from each region.

93. The General Conference, which met at Ibadan in January, 1950, agreed generally with the proposals contained in the Report of the Drafting Committee. It recommended, however, the direct representation of Lagos in the Central Legislature, and that each province in the north, and each division in the east and west, should have one member in the Central Legislature. The northern representatives, in agreeing with these recommendations, stated that the Northern Region should be given parity of representation in the Central Legislature with the Eastern and Western Regions together, and that if such parity were not accorded in the new constitution, they dissociated themselves from the other recommendations of the Conference.

94. After these proposals had been considered by the Regional Houses in February, 1950, they came before the Legislative Council which appointed a Select Committee to consider them. The Select Committee's Report, published at the beginning of April, endorsed the proposals in general and advised on the three principal questions on which differences had emerged. In the first place, it came to the conclusion that the balance of advantage was in favour of including Lagos in the Western Region, rather than giving it direct representation in the Central Legislature, though it considered that the special status of the capital should be recognised in certain specified ways (for example, by the inclusion of at least two members representing Lagos among those appointed by the Western House of Assembly to sit in the Central Legislature). Secondly, the Committee recommended that the power of referring back or rejecting Regional legislation should be vested in the Council of Ministers rather than in the House of Representatives. Thirdly, on the difficult question of Northern representation in the Central Legislature, the Committee thought the solution might lie in having two Legislative Houses at the centre, the composition of the House of Representatives being based on population and that of an upper House on equality between the three Regions: since this was a proposal that had not previously been considered in the Regions the Committee recommended that it should be discussed by the Regional Houses before a final recommendation was made by the Legislative Council to the Governor and the Secretary of State.

95. While this constitutional review was in progress, two interim steps were taken. First, the African representation of the Executive Council, which had lapsed owing to the expiry of the terms of the two existing members, was resumed and strengthened by the appointment of four African members to serve on the Council. Secondly, steps were taken by an amending Order in Council to prolong the life of the present Legislative Council and Regional Houses and the tenure of office of the present members of those Councils.

96. In local government the year was marked by the first elections in Port Harcourt which, despite the difficulties of organisation and administration, were highly successful ; the Port Harcourt Council with a majority of elected councillors, now administers its own affairs. Consideration of the proposals for local government reforms in the Eastern Provinces was concluded and a Bill was published to give effect to the conclusions reached. This Bill, which has been the subject of close consultation in the Eastern Provinces, was enacted by the Legislative Council at its April session in 1950. Three types of council will be created, county, district and local, each answerable directly to the Regional Authority and the electorate, with authority over all persons in their areas. Provision is also made for the formation of Village Councils in areas where Local Councils cover more than one village. All ratepayers are entitled to vote at elections, unless the constitution of the council provides otherwise. The District Council is the rating authority, on which both County and Local Councils may precept. Various systems of rating are described in the Ordinance ; it is intended that each council shall adopt the system most suited to local conditions. The financial affairs of all councils will be largely controlled by the Regional Authority, which has to approve all estimates of expenditure and all proposals to increase rates save that a Council may authorise additional expenditure of up to 5 per cent. of its total expenditure without seeking approval from the Authority. It is hoped that in the Eastern Provinces this Ordinance will be used to create an efficient and representative structure of local government. In Lagos the reform of local government was carried further by the publication in December, 1949, of a Bill to amend the present Lagos Municipal Ordinance. This provides for a fully elected council under the general supervision of the Nigerian Government. Elsewhere in Nigeria further steps have been taken to broaden the basis of Native Authorities. A number of chiefs in the Western Provinces, including the Oni of Ife, have voluntarily surrendered their status of sole Native Authority and the authority in their areas is now the Oba-in-Council.

97. During the year preparations were made for the opening of a Nigerian Office in London under a Commissioner who will be directly responsible to the Nigerian Government. The functions of the office are to foster trade relations and deal with supply problems, to provide information about Nigeria, to assist in the recruitment of staff for official bodies and in general to further good relations between all those whose duties or business bear on the welfare of Nigeria. It will also provide a central organisation through which Nigerians in the United Kingdom can be directed to the various agencies established for their benefit in this country and through which the activities of those organisations can be co-ordinated. It was expected that the office would open in May at 5, Buckingham Gate, London, S.W.1. The Commissioner is Mr. E. K. Featherstone, C.M.G.

98. Details are given in Chapter V, paragraph 563, of labour troubles which have occurred during the year. Unrest among the labour at Enugu Colliery led to tragic events at the colliery and to serious disorders elsewhere in the Eastern Provinces. A go-slow movement developed at the colliery early in November, 1949. On the 18th November, while the police were attempting to remove explosives from the colliery as a precautionary measure, a clash occurred between police and miners in which 20 miners were killed and some 30 injured. This was followed by disturbances in other parts of the Eastern Provinces which obliged the Governor to declare a state of emergency. The police succeeded in bringing these disturbances under control within a few days, though not without further resort to firearms, and three more deaths were caused. The Governor immediately appointed

a Commission of Inquiry consisting of Sir William Fitzgerald, K.C., as chairman, Mr. Justice Quashi-Idun of the Gold Coast Supreme Court, Mr. Justice Ademola of the Nigerian Supreme Court and Mr. R. W. Williams, M.P., legal adviser to the National Union of Mineworkers in the United Kingdom. The terms of reference of the Commission were "To enquire into and report on the recent disorders in Nigeria with special reference to recent labour troubles at the Enugu Colliery and the events which followed."

99. Action to put into effect the accepted recommendations of the "Nigerianisation" Commission of 1948 has proceeded and an increasing number of Nigerians have been appointed or promoted to senior posts in the public services or awarded grants for scholarships or training schemes.

100. *Gold Coast*.—The Committee on Constitutional Reform, appointed at the end of 1948 consisting entirely of representative Africans under the chairmanship of Mr. Justice Coussey, presented its Report in August, 1949. The Report has received wide commendation for its comprehensive and statesmanlike treatment of a complex subject. It was published in October (Colonial No. 248) together with a despatch from the Secretary of State to the Governor giving the views of His Majesty's Government on the proposals made in it (Colonial No. 250). In this despatch the recommendations in the Report were accepted generally as providing a workable plan within the framework of which constitutional development in the Gold Coast could proceed, although certain modifications were suggested. The main points of the scheme for constitutional advance, as accepted by His Majesty's Government, are a greatly enlarged legislature almost wholly elected, directly or indirectly, by popular vote; and an Executive Council no longer purely advisory, but responsible for the day to day administration of government and comprising the Governor as Chairman, three ex-officio members (the Chief Secretary, the Attorney-General and the Financial Secretary) and eight African Ministers appointed by the Governor from and with the approval of the legislature. Six of these Ministers, together with the three ex-officio members, will hold portfolios and will be answerable to the legislature for the departments under their control. Decisions on policy will be taken by a majority in the Executive Council, but the Governor will retain reserve powers as at present in relation both to the legislature and to the Executive Council.

101. The Report also contains important recommendations for the reform of local government on modern lines and for the building up of Regional Administrations. These recommendations have also been accepted in principle by His Majesty's Government although they will require further working out in detail.

102. The Report of the Coussey Committee and His Majesty's Government's statement were laid before the Legislative Council in December, 1949, and were accepted by them in a motion which expressed gratitude and appreciation; it was agreed that a number of Select Committees of the Council should be set up to deal with the delimitation of constituencies, the electoral arrangements, the details of the organisation of local and regional government and the reform of local courts. At the same meeting the Governor announced that the Secretariat was to be broken up and nine divisions formed, each under a Permanent Secretary, in readiness for the appointment of Ministers.

103. Earlier in the year steps had been taken to decentralise the administrative and financial functions of the Central Government and at the same time to stimulate the initiative of officers in the field and the interest of the people

themselves in development activities. A number of Local Development Committees were formed with the object of bringing together the technical officers of the Government, the Native Authorities and local leaders and representatives and to make plans for local development, which will be carried through as far as possible by the use of local resources. A sum of £100,000 in the first place was allotted by the Central Government for the use of the committees.

104. A Select Committee of the Legislative Council was set up in April, 1949, with the following terms of reference:

“To draw up a comprehensive scheme for the progressive Africanisation of each Department of the Public Service during the next ten years, and for the education and training necessary to provide suitably qualified African Officers in adequate numbers to take up senior appointments in the Civil Service; and further to make recommendations for its implementation.”

The report of this committee, which was presented in December, made detailed recommendations for intensifying the training of Africans to fill posts in the Senior Service (the number of Africans holding Senior Service posts on the 19th November, 1949, was 219 out of a total of some 1,350 officers).

105. During the year legislation was introduced extending the local government legislation of the Gold Coast Colony to Southern Togoland and setting up a Southern Togoland Council representing the Native Authorities of that area. Under the proposals of the Coussey Committee Togoland will be fully represented in the Legislative Council of the Gold Coast, but pending the introduction of the new constitution the Southern Togoland Council has elected a representative of Southern Togoland to the Legislative Council. The constitution was amended by Order in Council to allow of this.

106. Although the proposals for constitutional reform were generally accepted by public opinion in the Gold Coast, the Convention People's Party thought fit to challenge their implementation by a demonstration of what it described as “positive action” for the immediate grant of “Dominion status”. With the aid of the influence which the Party had gained in some sections of the Trade Union Congress, a general strike and boycott of imported goods was proclaimed early in January, 1950. The strike was in fact by no means general, but was accompanied by acts of intimidation and hooliganism which made it necessary for the Governor to declare a state of emergency as a precautionary measure. Although the promoters of “positive action” claimed that it was to be carried out without violence, action by the police was necessary on several occasions to maintain law and order, and in one incident two policemen were stabbed to death. Responsible opinion in the Gold Coast rallied strongly to the side of the Government, and the measures taken by the Government were strongly endorsed, first by the Joint Provincial Council and the Ashanti Confederacy Council and then at an emergency meeting of the Legislative Council. The strike persisted for some days among Government-employed artisans and commercial employees, but all subsequently returned to work. Kwame Nkrumah and other leaders of the Convention People's Party were arrested and charged under the Emergency Regulations and other laws, were placed on trial and have been sentenced to terms of imprisonment.

107. *Sierra Leone*.—After discussion with representatives of interested public opinion both in the Colony and in the Protectorate, the Governor published in June, 1949, a memorandum with suggestions for the reform of the Constitution for the consideration of the people.

108. As regards the Executive Council, the Governor proposed that instead of its present composition (consisting of the Governor as President, four ex-officio members, one nominated official member and three nominated unofficial members) it should consist of four official and four unofficial African members, the latter to be members of the Legislative Council appointed by the Governor after consultation with the unofficial members of that Council. The memorandum assumed that the legislature would be reconstituted with a majority of unofficial members, as had been suggested in the proposals of 1948; but in view of the difficulties which had arisen over other aspects of representation in the legislature, the Governor proposed that a committee fully representative of all interests in the Colony and Protectorate should consider the composition of the Legislative Council afresh. The memorandum also made important proposals for the reform of local government involving a substantial devolution of administrative and financial responsibility from the Central Government, and it was suggested that it should be the task of the committee to consider these proposals also. Further progress has been delayed by failure to agree on the composition of the representative Committee mentioned above; at the session of the Legislative Council in April, 1950, the Governor urged the unofficial members to reach agreement, stating that if they were unable to do so the alternative would be to introduce the constitution already agreed on in 1948 and deferred for further review at their request.

109. In 1946 a committee was appointed to investigate the working of the administration of the Rural Areas of the Colony (the immediate surroundings of Freetown). In its report the committee recommended the setting up of a three-tier system of administration by Village Committees, Rural District Councils and a Rural Area Council, all elected bodies. These proposals have now been embodied in an Ordinance.

110. Mr. R. S. McDougall, County Treasurer, Hertfordshire, paid a visit to Freetown in January, 1950, to advise on the working of the Municipality of Freetown and its relations with the Central Government.

111. *The Gambia*.—There were no changes in the structure of the constitution or of local government during the year, and attention has been directed mainly to development in the economic field.

112. A District Chief from the Protectorate, who is also a nominated member of the Legislative Council, and another prominent African from the Protectorate travelled extensively in the United Kingdom as the guests of the British Council for six weeks in the autumn.

113. *Kenya*.—Mr. E. A. Vasey, C.M.G., one of the European unofficial members of the Legislative Council, has joined the official side of the Council, as Member for Health and Local Government in succession to Sir Charles Mortimer, C.B.E., who has retired after long and most valuable service to Kenya.

114. Mention was made in last year's Report (Cmd. 7715) of legislation giving wider borrowing powers to certain municipalities. These powers were successfully exercised by the Nairobi Municipal Council during the year to raise a loan of £1½ million for the development of municipal services.

115. In recognition of the great progress which has been made by the town of Nairobi, His Majesty the King was graciously pleased to mark the 50th anniversary of the establishment of municipal government by raising the town to the status of a City. His Royal Highness the Duke of Gloucester visited the Colony in March, 1950, and presented the Royal Charter to the Mayor on behalf of His Majesty.

116. In the field of African local government, the enactment of the African District Councils Bill marked a considerable step forward in the devolution of powers and responsibilities to the African District Councils set up in the place of Local Native Councils. The new councils are bodies corporate, which can sue or be sued, and their executive authority in the areas under their control has been greatly increased. They are being given added responsibilities over a wide range of social services and other local activities and many of the duties hitherto performed by chiefs and headmen will devolve upon the councils and their employees. The councils have also been given wide powers to make bye-laws and greater powers for raising money through taxation than those hitherto exercised by the Local Native Councils. The Bill also set up the Standing Committee for African District Councils to supervise their work, with three official members and six African members, two of whom are African members of the Legislative Council. The Bill represents the application to African areas of British local government principles, and offers to Africans the opportunity to undertake wider responsibilities and fuller control of their own affairs.

117. Considerable progress has been made in the campaign to open up land for African occupation and to rehabilitate and improve land which was already occupied. When the land has been scientifically restored, Africans are settled, or the former African occupants resettled, on it and are taught to adopt improved farming techniques and efficient soil conservation measures. Between 50 and 60 such projects, on which close on £500,000 had been spent up to the end of 1949, are in progress. One of the biggest, on which a promising start has been made, is at Makueni. It involves turning 480 square miles of uninhabited lands into group farms with communal grazing. Increasing numbers of Africans are showing their willingness to co-operate in the vital work of restoring and conserving their own land through communal effort.

118. *Tanganyika*.—There have been no changes in the constitution of the Legislative Council or other organs of the territorial Government during the year. Towards the end of the year, however, the Governor appointed a committee comprising two official and all the unofficial members of Legislative Council to make recommendations regarding future constitutional progress.

119. In the field of rural local government the process continued of introducing direct representation of the common people and of the educated and more progressive elements of the tribes into the traditional tribal systems, and also of creating local or parish councils to form the basis of a pyramid, the apex of which will be the District Council. Representatives of the general public are now playing a useful and important part on the Central Council of the Sukuma Federation which, before the measures of reform introduced last year, consisted solely of chiefs. In the districts of Musoma and North Mara, where the people are by nature resistant to new ideas, it has none the less proved practicable, after careful anthropological investigation, to introduce a system of parish councils, the members of which will be elected annually. It is intended that these councils should act as electoral colleges to area (or county) councils, which will in their turn function as electoral colleges to the district council. In the Lushoto District the Council of the Usambara Division now includes four women members and is an active and promising public body. In the Handeni District the Zigua and Nguu Tribal Council, which possesses certain members of outstanding ability and public spirit, has functioned well, particularly in its advisory and legislative capacities. The council has several committees and of these the Committee on Natural Resources and Development has proved a most successful and efficient body. Two area councils have been set up in the Tabora District, and women voters

took part in the election of members to one of them. In the Kigoma District the local authorities of Ujiji and Urinza, consisting largely of unofficial elected members, have functioned satisfactorily and in the Ufipa District a draft constitution for area councils and a district council has been accepted by the chiefs. Similarly area and district councils are being set up throughout the Southern Province. In the Rungwe District five area councils and a district council have been created and have assumed the administrative functions formerly vested in the chiefs as individuals. The representative councils of the Moshi District are now vigorous and effective bodies and the Arusha District Council is making good progress.

120. The Provincial Council of the Lake Province, foreshadowed in the 1949 Report (Cmd. 7715), para. 118, is now in being and arrangements are being made for setting up similar councils in other Provinces. The Lake Province Council, which has been vested with important executive and financial powers, comprises 18 members (nine official and nine unofficial), with the Provincial Commissioner as President. The nine unofficial members, who are at present nominated by the Provincial Commissioner, consist of five Africans, two Europeans and two Asians. The Council has three committees, with a majority of unofficial members on each, for Finance and General Purposes, Agriculture and Natural Resources, and Social Services respectively. The council has made a promising start and as it gains in experience increasing authority will be delegated to it by the Central Government.

121. The Municipality of Dar-es-Salaam has completed its first year and is now successfully established. Plans are being prepared to raise Tanga to the status of a municipality in 1951 by gradually increasing the powers and responsibilities of the present Township Authority: the Township Authority is at present advised by an African Council of 12, eight of whom are elected by the residents of the eight wards of the township. In the Tabora and Kigoma townships a system of ward councils has been established and is working well. Each ward is represented on the Township Authority by a member selected by the ward council.

122. *Uganda*.—Unofficial representation on the Executive Council was increased during the year by the appointment of a second unofficial member who has been selected from amongst those serving on the Legislative Council. In December, 1949, the Governor announced important changes in the Legislative Council. These changes will involve an increase in the number of African unofficial members from four to eight, and each Province, including the Kingdom of Buganda, will have two representatives elected by the Provincial Councils except that the Kabaka will nominate one of the two members from Buganda. The total unofficial membership of the European and Asian communities will be increased from three to four each. The official membership is being strengthened by the addition of the Secretary for African Affairs, the Director of Lands and Survey, the Resident of Buganda and the Provincial Commissioners of the Eastern, Western and Northern Provinces. As a result the Legislative Council will comprise 16 official and 16 unofficial members. This represents a considerable advance on the position only five years ago when the Legislative Councils consisted of 10 members of whom only four were unofficials and none Africans.

123. In the field of local government, the system of popularly elected local councils with greatly increased financial, administrative and legislative responsibilities, which was legally established by the African Local Government Ordinance of 1949, has now been extended throughout the Eastern, Western and Northern Provinces. This Ordinance did not, however, apply

to Buganda where the system of administration was covered by the Agreement of 1900. The election of African unofficial members to the Legislative Council by the Provincial Councils provides increased opportunity for Africans who have gained experience in the Provincial Councils to take part in the work of the Protectorate Government. It is hoped that this will give an added incentive to the younger educated Africans to play their full part in local government administration and will foster the interest of the Provincial Councils in the work of the Protectorate Government.

124. The Report of the Commission of Inquiry into the disturbances which took place in Buganda in April, 1949, was published during February, 1950. The Commission found that the disturbances were a planned rebellion against His Highness the Kabaka and the Buganda Government, organised by leaders of the so-called Bataka Party and the Uganda African Farmers' Union, and that Semakula Mulumba more than any other individual was responsible for the disturbances. The Commission recommended certain changes in the administrative and political organisation of the Buganda Government. These recommendations included the reorganisation of the Lukiko, or Great Council, in order that a greater proportion of Africans with a sufficient background of education should be included among its unofficial members; the setting of a limit to the tenure of office by Ministers; the establishment of an Appointments Board for the selection of chiefs; and measures to separate the Judiciary from the Executive. In commenting on these recommendations the Government of Uganda announced that discussions were already taking place between the Governments of the Protectorate and of Buganda with a view to securing greater unofficial participation in the government of Buganda and to encouraging the development of local self government. They added that full weight would be given in these discussions to the recommendations in the Commission's Report, several of which were in substantial accord with measures already agreed upon.

125. *Zanzibar*.—After discussing with representatives of the communities concerned the proposal to introduce electoral methods for choosing the Arab and Indian unofficial members of the Legislative Council, the British Resident reluctantly decided that further consideration of this proposal should be postponed for the present. Some progress was made in the development of local government institutions. Rural Councils with executive powers were set up at Chwaka and Makunduchi in Zanzibar Island and Konde, Ziwani and Chambani in Pemba. The idea of such institutions is, however, entirely novel to the local population, and much suspicion, lethargy and even hostility will have to be overcome before Local Councils can become fully effective and useful. A combined Town Council on which all communities are represented was established for Zanzibar Township, replacing the councils which formerly functioned in the Stone Town and the African quarter respectively.

126. *Somaliland Protectorate*.—The Somaliland Government (which took over from the Military Administration on the 15th November, 1948) has been fully engaged during the year in reorganising and developing Government services. The administrative staff has been greatly strengthened and a general revision of salaries for the whole of the civil service has been completed. Departmental reorganisations include the combination of the Agricultural and Veterinary Departments under an experienced director with veterinary qualifications; separation of the executive and judicial functions, previously carried out by the Legal Secretary, through the appointment of a Judge and an Attorney General; establishment of a separate Customs Department; separation of the Police and Prison Services; and the reorganisation of the Transport and Public Works Departments. In general good progress has been made with staffing arrangements but serious deficiencies persist in

the Medical and Agricultural Services. A start is being made with the introduction of trained Somalis into the junior supervisory grades of the Administrative, Educational and Police Services, and Somalis are playing an increasingly large part in the Medical Service.

127. The strengthening and reorganisation of the administration has been a necessary preliminary to any form of development in Somaliland, but steps are now being taken to reform the system of Somali representation. The nomadic habits of the people and the lack of tribal cohesion in some areas will add to the difficulties of developing an effective system of administration through native authorities, but such a system is needed. As a start it is proposed to reorganise the present system of employment of paid government agents (*Akils*) by raising the status and limiting the number of these agents. In this process efforts will be made to preserve traditional leaderships where they are effective and in other cases to appoint representatives of good quality. These representatives will become native authorities endowed by Ordinance with certain limited powers. It is hoped in due course to form District Councils from the native authorities and from the younger and progressive elements in the community. These District Councils, whose functions will at first be advisory, will be linked with the Protectorate Advisory Council to form the nucleus of a comprehensive system of representation of the people. As soon as possible District Councils will be given limited powers to raise revenue to meet local needs.

128. *Nyasaland*.—The serious drought which followed the failure of the rains at the beginning of the year had widespread effects throughout Nyasaland and involved some diversion of staff and resources from administrative and development work.

129. There were no important political developments in the field of central government. As a result of the appointment during 1948 of two African members to Legislative Council, it was decided to discontinue the practice whereby one European unofficial member of the Council was specifically charged with the representation of African interests.

130. The African Protectorate Council and the African Provincial Councils met regularly during the year and discussed a wide variety of subjects. In addition to the District and Native Authority Councils, Group Councils and Village Councils have been formed in many Districts of the Protectorate, and are now working satisfactorily, thus completing the chain of representation between the village at the bottom and the African members of Legislative Council at the top. In both the Northern and Southern Provinces an increasing part in these Councils, particularly at the village level, is being played by women.

131. A considerable area of freehold land in the Southern Province hitherto owned by private companies has been bought by Government for the resettlement of Africans, in pursuance of the recommendations of the Lands Commission and the Land Planning Committee.

132. *Northern Rhodesia*.—No important constitutional changes took place in Northern Rhodesia during the year.

133. In continuation of the arrangements described in the last report (Cmd. 7715), paragraph 135, an additional unofficial member has been appointed to the Executive Council in the person of Lt.-Col. E. M. Wilson, M.B.E., who has been given responsibility for the Departments of Health and Local Government.

134. It became necessary during the year to clarify further the relationship between the unofficial members of the Executive Council who are also elected members of the Legislative Council and the other elected members of the

Legislative Council. Under the present constitutional arrangements, ultimate power to make appointments to the Executive Council reposes in the Governor. In practice he appoints unofficial members to the Executive Council on the advice of their colleagues on Legislative Council, but is entitled not to accept this advice if he has strong reasons. The same principle applies as regards resignations. It has been agreed that the elected members of Legislative Council should ask for the resignation of one of their members from Executive Council, and the Governor should agree to call upon the individual to resign, only in exceptional circumstances, when the member has lost the confidence of his colleagues through major differences of such a character as to interfere with the smooth and efficient working of the two councils; and that, in addition, the request should be made to the Governor only if a two-thirds majority of the elected members (at present seven out of 10) favour resignation. It was necessary to have recourse to this procedure in the latter part of 1949 with the result that the appointment of Mr. J. F. Morris as a Member of Executive Council was discontinued in January, 1950.

135. Progress has continued in all Provinces in the reorganisation of the native authority system. Stronger African Councils are everywhere being created on which existing chiefs and traditional councillors are joined by the more progressive Africans of the tribes. With the strengthening of the superior Native Authorities and an increasing willingness on their part to accept responsibilities, the subordinate Native Authorities are losing their policy-making functions and becoming agents of the superior Native Authorities. In one area at least the Native Authority has been reorganised on the basis of a "parish system" and is reported to be functioning satisfactorily.

136. Progress has also been made with the problem of African urban areas, particularly in the five African towns in the Copperbelt. The administration and finances of these towns are still in the experimental stage, but it is hoped that under their African Management Boards and Township Supervisors they will develop into valuable institutions, provided that the best people are attracted to the work and a proper sense of civic responsibility developed. Another interesting urban development is reported from Fort Jameson, where a fully elected African Urban Advisory Council, including two women members, has been set up and is reported to be functioning satisfactorily.

137. Arrangements for the training of members of Native Authorities and of their staffs are receiving much attention. The Chalimpana Chiefs' Course has been expanded during the year to include councillors as well as chiefs and the whole course has been more directly related to the practical difficulties confronting Native Authorities. Plans have been prepared for the establishment of a training school for African employees of local authorities and the necessary funds have been voted by the Central Native Treasury Board for the construction of the building. Work should start shortly on this project as well as on an African Clerical Training School.

138. The committee set up by the Government of Northern Rhodesia to examine the problem of the financial relationship between the Government and the African Local Authorities produced its report in 1949. The report recommended that Native Authorities should be given greater financial responsibility and wider powers of control over taxation. The committee also made recommendations for the future development of African local government and endorsed the policy of forming larger local government units with greater financial resources and executive powers. The report is being considered by the Government of Northern Rhodesia.

Regional Organisations

139. *West Africa*.—No formal meeting of the West African Council was held during 1949-50. An unofficial meeting of Governors was, however, held at the Office of the Council in April. The Governors of the West African Colonies and the Chief Secretary to the Council also attended two meetings of the West African Air Transport Authority and took the opportunity to discuss informally matters of common interest. A review of the machinery for regional consultation and co-operation in West Africa in the light of developments since the establishment of the West African Council is at present being undertaken. In the meantime, West African Governments have agreed to take over from His Majesty's Government financial responsibility for the Office of the Council for the financial year 1950-51.

140. During the year the Office of the Council was responsible for organising joint discussions on defence matters between civil and military authorities in West Africa. It arranged an official regional conference on education held at the University College at Ibadan which, among other matters, recommended the establishment of a West African Examinations Council and the holding of a survey of the facilities for producing and distributing reading matter in West Africa as part of the mass education and community development drive. The Office also arranged the first meeting of Directors of West African Geological Surveys which was held for the purpose of examining the scope for co-operation between the Surveys; its recommendations covered a scheme for the economic use of expensive equipment and for joint surveys with the French Authorities on certain matters of common geological interest.

141. The Fifth Conference of the West African Directors of Public Works, which was also held during the year, reviewed among other matters the recruitment of engineering staff for Public Works Departments, the training of junior staff, the progress made in reducing building costs in West Africa and the administration of water supplies. No meeting of the West African Labour Conference was held, though follow-up work from the last conference included a survey of coastal deck labour. The Office was also responsible for the organisation of the British African Land Utilisation Conference which was held at Jos in November, 1949, and arrangements were put in hand for the holding of a Conference of Directors of Medical Services. The Chief Secretary to the Council headed the British West African delegation to the African Regional Scientific Conference at Johannesburg.

142. Close co-operation was maintained with the French Authorities. During the year an additional officer was appointed to the staff of the office for the special duties of travelling widely in French West African territories and of promoting contacts with the French authorities. He travelled extensively in French West Africa, visited Dakar and Brazzaville twice and paid visits to the authorities in Togo and Dahomey. As a result of contacts made by this officer and an increasing supply of information from H.M. Consulates-General, as well as French sources, the Office has produced a periodical bulletin on developments in French territories of interest to Colonial Administrations.

143. Within the programme of technical co-operation in Africa south of the Sahara, the Office was responsible for organising the Inter-African Conference on Indigenous Rural Economy, held at Jos in November, 1949. The Office continued to be concerned with liaison in anti-locust measures. The Deputy Chief Secretary headed the British delegation to the first meeting in

the French Sudan of the Provisional International Council for the Control of the African Migratory Locust, and the Anti-Locust Liaison Officer was engaged, in consultation with the French authorities, in locust investigations in the neighbourhood of Lake Tchad.

144. The Office continued to be engaged on the affairs of the West African Cacao Research Institute and the West African Institute for Trypanosomiasis Research. For further details, see Chapter VI, paragraphs 640 and 677. Legislation is at an advanced stage of preparation to allow the West African Institute for Trypanosomiasis Research to be established as a corporate body with a legal status commensurate with its West African responsibilities. With the appointment of a new Director of Fisheries Research it will be possible to restart the development of the West African Fisheries Research Institute.

145. *East Africa.*—The East Africa High Commission and Central Legislative Assembly, now in their third year, each met three times during the year under review. The April, 1949, session was held in Kampala, following the principle of holding an occasional meeting in Tanganyika and Uganda; the others were held in Nairobi. The diverse legislation enacted by the Assembly included the Makerere College Act, 1949, under which autonomy was conferred on the College. Another important measure was the East African Naval Force Act which provides for the setting up, by the three territories jointly, of a local naval force for the defence of the East African seaboard. The Assembly also passed Acts to enable its self-contained services to issue trust stock loans on the London (as well as the local) market. This was in preparation for a programme of borrowing by the Railways and Harbours Administration amounting to some £23 million up to March, 1952, to cover the redemption of expiring loans and the re-equipment and development of the amalgamated East African communications system to enable it to handle the traffic required for the expansion of the East African economy. The basic public services run by the Posts and Telegraphs Department are also catered for in a loan programme of £4,500,000.

146. On the administrative side, much has been done to consolidate the organisation of the High Commission services. The Executive Branch of the High Commission has also been occupied with the setting up of research services, with the co-ordination of East African loans programmes, and not least with providing the meeting place and Secretariat for a number of important regional technical conferences. There were two notable changes in personnel in the High Commission during the year. Sir Edward Twining, as the new Governor of Tanganyika, succeeded Sir William Battershill on the High Commission itself; and later Mr. Robert Scott was selected to succeed Sir George Sandford as Administrator on the latter's appointment to be Governor of the Bahamas.

147. *Central Africa.*—The Central African Council held its ninth, tenth and eleventh meetings during the year. Among the principal items discussed were the regional organisation of research, the meteorological agreement, the appointment of an African Broadcasting Advisory Board, the higher education of Africans, the financial position of the Central African Airways and its general organisation, and the Zambesi hydro-electric scheme. At the eleventh meeting, the Southern Rhodesian Government informed the Council that it would not feel able to continue its membership of the Council as at present constituted after twelve months had elapsed. The representatives of all three Governments were agreed, however, that some form of inter-territorial organisation was necessary if co-operation between the three territories was to be made as effective and comprehensive as possible. A committee was

accordingly set up to examine the existing machinery and make recommendations as to possible alternatives. This committee in its report recommended the setting up of a neutral secretariat to be known as the "Rhodesia-Nyasaland Inter-territorial Secretariat" under the control of an Inter-territorial Conference (which would meet at least once a year), comprising the Prime Minister of Southern Rhodesia and the Governors of Northern Rhodesia and Nyasaland, and such other representatives as they would wish to bring with them. The committee also recommended that, in future, discussions on all matters affecting the three territories should begin at the official level. The responsible Ministers and their counterparts in Northern Rhodesia and Nyasaland would however be kept fully informed of what was taking place, and once decisions had been reached at the official level, the Governments could, if they approved them, implement them at once, without the necessity for debating them inter-territorially on a high level. If on the other hand, high-level discussion proved necessary, an *ad hoc* meeting could be called. The committee has emphasised throughout its report that the new organisation would be consultative only and that none of the recommendations of its meetings would be binding on any Government until that Government after full consideration had decided to implement them. The committee's recommendations have now been accepted by the three Governments concerned.

(b) The Far Eastern Territories

148. *Federation of Malaya*.—During the period under review the Government has been compelled to concentrate its main effort on the task of stamping out Communist banditry. Offensive operations by the security forces resulted in a reduction in the weekly average of bandit attacks from the peak figure of 69 in November, 1948, to 31 in February and to 23 in December, 1949. In the early months of 1950, however, there was a sharp increase in the number of attacks, and although the civilian community showed great readiness to co-operate with the authorities the situation nevertheless remained serious. In March, 1950, the Government appointed a Director of Operations charged with the task of co-ordinating the anti-bandit operations of the police and fighting services and working directly under the High Commissioner.

149. From the beginning of the emergency to the 31st January, 1950, bandit casualties were at least:

Killed	...	...	...	...	...	...	...	1,058
Wounded	...	...	...	...	...	...	...	358
Surrendered	...	...	...	...	...	...	...	328
Captured	...	...	...	...	...	...	...	623

During the same period Civilian and Security Force casualties were:

Civilians:

Killed	...	...	...	...	...	...	...	699
							(of whom 459 were Chinese)	
Wounded	...	...	...	...	...	...	...	380
Missing	...	...	...	...	...	...	...	258

Security Forces:

Killed	...	...	...	...	...	...	...	444
Wounded	...	...	...	...	...	...	...	539

150. Thousands of weapons and hundreds of thousands of rounds of ammunition have been recovered. On the 6th September, 1949, Government announced that bandits who surrendered with their arms, and had not being guilty of murder or terrorist crimes, would not suffer the death

penalty. A number of dispirited bandits and their hangers-on have given themselves up in response to this offer, which still holds good, and many more are only prevented from following suit through fear of being shot by their leaders. The armed gangs have survived by being able to withdraw into almost inaccessible jungle and by forcing Chinese squatters and other residents of remote areas to supply them with food. These gangs, however, are supported by an unarmed organisation working among the Chinese community at large, at whom intense and plausible propaganda is directed. In August, 1949, an understanding was reached with the Siamese authorities whereby Malayan police patrols, accompanied by Siamese Liaison Officers, are permitted to cross into Siam in the course of operations against terrorists, and Siamese police are similarly permitted to cross into Malaya.

151. Besides operations by the army and police, the problem presented by Communist terrorism in Malaya has had to be tackled by administrative measures, the execution of which is equally vital to the eradication of banditry. In the earlier part of 1949 approximately 10,000 persons, either bandits themselves, and their families, or people who allowed the bandits to prey upon them, were repatriated to China. The settlement of squatters with a title to the land they occupy, and the closer administration of the rural Chinese has also been tackled, with the support of the Governments of the Malay States and British Settlements and of voluntary workers, particularly the Malayan Chinese Association; but the problem is formidable involving some 400,000 people, and its solution cannot be rapid. On the 26th February, 1950, the "Malayan Peoples Anti-Bandit Month" was launched. In this campaign 430,000 civilian volunteers of all races offered their services for various tasks in support of the security forces and the civil administration.

152. The progress of events in China has naturally been watched with close attention in Malaya, but these developments have not deterred the Malayan Chinese Association from taking the lead in organising the Chinese community on the side of Government against the bandits. This Association has declared that the adoption by the Malayan Chinese of a position of neutrality in the struggle against the bandits is futile and that the bandits remain their worst enemies. It has also done much to help in assisting in the resettlement of squatters and to build up among the Chinese in Malaya a Malayan consciousness.

153. To dispel doubts which had been expressed about His Majesty's Government's intentions towards Malaya the Prime Minister made the following statement in the House of Commons on the 13th April, 1949:

"His Majesty's Government have no intention of relinquishing their responsibilities in Malaya until their task is completed. The purpose of our policy is simple. We are working in co-operation with the citizens of the Federation of Malaya and Singapore, to guide them to responsible self-government within the Commonwealth. We have no intention of jeopardising the security, well-being and liberty of these peoples, for whom Britain has responsibilities, by a premature withdrawal."*

The Prime Minister reaffirmed this statement of policy on the 28th March, 1950.

154. The emergency has not meant that political and other activities have been at a standstill. The level of production and economic activity has been well maintained, but Government finances have been severely strained by

* 463 H.C. Deb. 5s., col. 2815.

the calls of the emergency, and progress in social and basic development has been seriously hampered. Nevertheless, the first part of a six-year programme of development covering education, labour, medical and welfare services has been published and certain projects of particular importance are to be executed as matters of urgency. Fundamental questions such as the political rights of the various communities in Malaya have been discussed at periodical meetings of the Communities Liaison Committee, an unofficial conference of the leaders of all the principal communities of the country whose meetings are attended by Mr. Malcolm MacDonald, the Commissioner-General for the United Kingdom in South-East Asia, as an observer. In a statement of their agreed views in December, 1949, the committee recommended that as a first step in the advancement of the Federation of Malaya towards self-government early consideration should be given to the introduction of elections by stages starting with the municipalities and those States and Settlements which were ready for them. In this connection a party of two Malays and one Chinese was sent by the Government to study election procedure in the United Kingdom at the time of the General Election in February, 1950. The committee also recommended that the teaching of Malay and English should be compulsory in all Government and Government-aided primary schools, and in November the Federal Legislative Council unanimously approved a motion to this end. The committee gave much prominence to the ideal of a "Malayan" nation, and made a series of suggestions for encouraging this ideal, particularly in schools. It recommended that the citizenship qualifications laid down in the Federation Agreement of 1948 should be reconsidered, and noted that since the negotiation of that Agreement "all races are now more liberal in their views, and that working in the Federal Council they have discovered how closely linked in reality they are to each other".

155. A proposal for a Federation flag representing the nine Malay States and the Settlements of Penang and Malacca has been welcomed with enthusiasm by all communities.

156. On the 24th March, 1950, trade union delegates met in Kuala Lumpur to form a Malayan Trade Union Congress to represent all the unions in the Federation. Three trade union leaders attended the preparatory conference of the Free World Labour Confederation in London in December, 1949. They took the lead, on their return, in calling on trade unionists in Malaya to redouble their efforts to put an end to Communist terrorism.

157. In pursuance of their undertaking to assist the Federation to meet the heavy cost of the measures necessary to combat the terrorist campaign, His Majesty's Government contributed £5,000,000 towards the territory's internal security expenditure in 1949, and have agreed to make a further contribution of £3,000,000 in 1950. In addition His Majesty's Government are meeting all additional costs incurred by the Service Departments in the operations in Malaya.

158. *Singapore*.—Throughout the period under review Singapore has been free from political violence apart from a few grenade throwing incidents, and strict security precautions have been maintained. A free and vigorous political life has been expressed in the Legislative Council and the newly constituted Municipality, and elections to the latter for six seats which became vacant in December, 1949, were warmly contested. During the year a Labour Party has made its appearance and won two seats at the December elections.

159. A momentous event in the life of both the Malayan territories, and a development in which it is hoped the Borneo territories will play an ever

increasing part, was the foundation of the University of Malaya on the 8th October, 1949. In his inaugural address, the Chancellor, Mr. Malcolm MacDonald, expressed his confidence that the new University would be a cradle where a truly non-communal nation would be nurtured and that it would become a great centre of learning and enlightenment, of culture and humanity, throughout South-East Asia.

160. *North Borneo*.—It is hoped that the establishment of Executive and Legislative Councils will take place during 1950.

161. As a result of discussions held between the Borneo Governments during 1949, proposals for the unification of the Judiciary and the establishment of a unified Court of Appeal for the Borneo territories were unanimously agreed, and the steps necessary to bring this unification into effect are under consideration.

162. Progress in the development of local administration continued to be hampered by staff difficulties, but a new post of Commissioner for Local Government was created during the year, and an officer appointed.

163. Progress in reconstruction consequent upon the very extensive war-time damage and devastation has continued, and greater emphasis can now be placed on development. His Majesty's Government have continued to make a substantial contribution to the reconstruction and development of the territory under the terms of the financial settlement referred to in the 1948-49 Report.

164. *Sarawak*.—The system of local government initiated two years ago continues to make good progress, and during the course of the past year the policy has been mainly one of consolidation. Two new Authorities have been set up, however, and a third, a mixed Malay, Sea Dyak and Bedayoh Authority, was inaugurated on the 1st January, 1950. These additions bring the total number of people of all races living within the sphere of local government authorities to 195,000.

165. A first step was taken towards implementing the ultimate aim of full representation of the people on the Central Legislature by the appointment to six of the vacancies that occurred in the Council Negri of representatives nominated by Divisional Councils.

166. Discussions are proceeding with Brunei and North Borneo to put into effect the agreed proposal for the establishment of a unified Judiciary and a Joint Appeal Court for the Borneo territories.

167. The newly appointed Governor, Mr. D. G. Stewart, C.M.G., was assassinated at Sibu on the occasion of an official visit on the 3rd December. His two assailants were convicted of murder and executed. Ten other persons were committed for trial on a charge of conspiracy; of the nine who were convicted of abetment to murder, two were executed and seven had their sentences commuted to terms of imprisonment.

168. Mr. A. F. Abell, C.M.G., has been appointed Governor in succession to Mr. Stewart.

169. *Brunei*.—On the occasion of the Sultan's Silver Jubilee, which was celebrated throughout the State on the 20th September, 1949, His Majesty the King was pleased to appoint the Sultan an honorary K.B.E. The insignia was presented at a colourful ceremony at Brunei by the High Commissioner in presence of the Commissioner-General for South-East Asia and a large concourse of State officials and visitors from neighbouring territories.

170. *Hong Kong*.—The political scene in Hong Kong during the past year has inevitably been overshadowed by the civil war in China. In May, 1949, His Majesty's Government announced that, while determined to avoid entanglement in these events, they had decided to take measures for the protection of Hong Kong and were accordingly sending substantial reinforcements of all arms. As was made clear, in reaching this decision His Majesty's Government were moved solely by the desire and determination to prevent the unsettled conditions in China from endangering the welfare and safety of the people of Hong Kong, or hampering the peaceful pursuit of legitimate trade. By the middle of October, 1949, the Chinese Communist forces had reached Canton and control of the area on the Chinese side of the border between Hong Kong and China passed into their hands without incident.

171. As in the previous year, one of the important effects of the disturbed conditions in China has been the steady influx into the Colony of refugees with the consequent aggravation of the already critical housing shortage. On the other hand, despite some dislocation of shipping due to the Chinese Nationalists' closure of Shanghai and other ports, trade has expanded considerably during the year and the Colony continues to prosper, though it is uncertain how long this state of affairs may continue.

172. Following the publication for public study and comment of the draft legislation necessary for the establishment of the proposed municipal council, the Legislative Council on the 22nd June, 1949, passed a motion by the Senior Unofficial Member calling for the abandonment of the proposal on the grounds that it had become increasingly evident that the general public no longer considered it to be the best means of achieving a fuller and more responsible share in the management of their own affairs. The motion recommended instead the reconstitution of the Legislative Council with an unofficial majority and partly elected membership, and suggested that after this change had been effected the new Legislative Council should consider whether the constitution of the present Urban Council should be modified to secure greater direct representation and increased powers in municipal affairs. After carefully weighing public reactions to these counter proposals, the Governor submitted his recommendations to the Secretary of State and these are now under consideration.

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

173. *Development of Closer Association*.—The Standing Closer Association Committee met in Barbados in June, 1949, and in Jamaica in October. At the latter meeting the Committee completed its report, which was signed by all delegates, except those from British Guiana as this Colony reserved judgment on the original resolution dealing with federation passed at the Montego Bay Conference in 1947. The report was published in the United Kingdom and in the West Indies in March, 1950 (Colonial No. 255). The Committee envisage a Federal Government as the best means of achieving self-government within the Commonwealth for the people of the British West Indies. They recommend a constitutional system comprising a Governor-General appointed by His Majesty, a nominated Senate of 23 members, and a House of Assembly of 50 members elected by universal adult suffrage. The Federal Executive would be a Council of State of 14 members of whom at least eight would be members of either the Senate or the House and nominated by the elected leader of the latter, who would be "Prime Minister". The Governor-General would have a limited discretionary executive power as regards defence, foreign affairs, and the financial stability of the Federation. His Majesty in Council would also be empowered to legislate for the Federation.

in these matters. The Committee attach importance to the Federation's assuming as much financial autonomy as practicable, and recommend that, for an initial trial period of five years, the Federal Government take over from His Majesty's Government the administration of grants-in-aid to those territorial Governments which require such assistance. The Committee are of the opinion, however, that His Majesty's Government should continue to bear ultimate financial responsibility for the Federation for so long as it has not achieved complete economic independence, and assume that the Federation will remain eligible for assistance under the Colonial Development and Welfare Act. The chief source of federal revenue, until federal activities have expanded beyond the limited scope of those initially envisaged, would be a fixed percentage of the total customs revenues of the participating territories. (The Customs Union Commission, under Mr. J. McLagan, completed its work in March, 1950; it makes important proposals for unification of customs legislation and practice and for a common external tariff.) The Committee also endorsed generally the proposals in the Report of the Commission on unification of the Public Services in the Caribbean (Colonial No. 254), under Sir Maurice Holmes, G.C.B., particularly the suggestions for a regional Public Services Commission and improvements in the system of recruitment for the Administrative Service. Like the Closer Association Committee's Report, that of the Public Services Unification Commission is under discussion by the territorial legislatures.

174. In October, 1949, Sir Hubert Rance, G.C.M.G., G.B.E., C.B., was appointed Governor of Trinidad and in April, 1950, was succeeded as Comptroller for Development and Welfare in the West Indies by Sir George Seel, K.C.M.G. The Organisation's team of Advisers and its Secretariat gave considerable help to the Standing Closer Association Committee, as well as continuing their valuable assistance to the Colonial Governments in dealing with social and economic problems.

175. Sir George Seel also succeeded Sir Hubert Rance as British Co-Chairman of the Caribbean Commission.

176. *Governors' Conference.*—In November, 1949, the Minister of State (Lord Listowel) presided over a Conference in Barbados of the Governors of the Caribbean Colonies. He had previously made a personal tour of the Colonies. The Conference, the first of its kind, gave a valuable opportunity for discussion of important problems of common concern to the Caribbean territories. It was agreed that a conference of financial officials should be held in 1950 to consider the consequences of the change in the sterling/dollar exchange rate upon the Caribbean Colonies and this latter meeting took place in Barbados in March, 1950.

177. *Royal Visit.*—At the conclusion of the ceremonies in Jamaica connected with the installation of Her Royal Highness the Princess Alice, Countess of Athlone, as Chancellor of the University College of the West Indies, Her Royal Highness and the Earl of Athlone proceeded on a tour of the British West Indies and visited the Windward Islands, Barbados, British Guiana and Trinidad.

Developments in Individual Territories

178. *Bahamas.*—The septennial general election of the House of Assembly was held in June, 1949. Fourteen new members were elected and, of the total of 29 members, seven were from the coloured community as compared with five in the previous House of Assembly.

179. Sir Alan Burns, G.C.M.G., reported on the civil service and recommended *inter alia* a review of salaries for the whole service. This report is now under consideration by the House of Assembly. Committees of the House are also considering some aspects of constitutional reform and also ways and means of increasing Government revenue.

180. *Barbados*.—The life of the House of Assembly was extended from two to three years and payment of members was introduced. Proposals for further constitutional advance, covering the appointment of ministers and the more particular definition of the relationship between the Legislative Council and the House of Assembly, are under consideration.

181. A Civil Establishment Act was passed in July, and several Orders have been issued under it, giving effect to many of the recommendations of the Salaries Commission Report. In December the Governor appointed a committee to examine the case for improved conditions of service for the higher grades of the civil service.

182. *Bermuda*.—Following the recommendations of the Joint Committee of the Legislative Council and the House of Assembly, legislation has been enacted providing for free elementary education and for a scheme of social security. Another recommendation of the Joint Committee was that the civil service should gradually provide better opportunities for employment for coloured people. As a result, the Government now hold examinations for all candidates for clerical posts and vacancies are filled from those candidates who have qualified.

183. The committee appointed to consider the recommendations of the Joint Committee on housing matters presented its report.

184. In January, 1950, an Admiralty delegation led by the Parliamentary Secretary to the Admiralty, and accompanied by a representative from the Colonial Office, visited Bermuda to discuss with the local authorities certain proposals concerning the future of the naval base and dockyard there. These proposals, which envisaged the reorganisation of the America and West Indies Squadron so as to dispense with the naval shore facilities in Bermuda, were further discussed with a delegation sent to the United Kingdom by the Colony. His Majesty's Government decided with regret that in all the circumstances there was no economically justifiable alternative to the complete closure of the Dockyard; but they informed the Delegation that they shared the Bermuda Government's anxiety that the historic ties between the Colony and Great Britain, and the position of Bermuda as a member of the British Commonwealth, should be maintained and strengthened. The Delegation were assured that any proposals which might be put forward with this end in view would receive most careful consideration.

185. *British Guiana*.—The Report of the Commission of Inquiry into the Sugar Industry, under the chairmanship of Dr. J. A. Venn, was published in December, 1949 (Colonial No. 249).

186. A Public Services Salaries and Wages Commission, under the chairmanship of the Financial Secretary, reported in July, 1949, and recommended widespread increases in salaries and wages to meet the increased cost of living. The recommendations were substantially accepted by Government.

187. In November, 1949, on his return from London, where he held consultations with the Secretary of State, the Governor announced that an independent commission to consider the revision of the franchise and reform of the Legislative Council would be appointed in 1950.

188. *British Honduras*.—The decision to revalue the British Honduras dollar, which is referred to in paragraph 244, proved unpopular, the long-term benefits being obscured in the public mind by the immediate danger of a rise in the cost of living. This fact, combined with an unusual degree of unemployment (the result of a recession of the export trade and an unprecedented drought), gave rise to a number of demonstrations in Belize, and on the 13th February the Governor in Council issued a proclamation forbidding public meetings without prior authority. Appropriations of funds for the building of roads and other public works, the decision by the Colonial Development Corporation and other undertakings, following the revaluation of the British Honduras dollar, to proceed with plans for economic development which had been held up by the high rate of exchange, and the recent decision by His Majesty's Government to provide a market for 25,000 tons of sugar from British Honduras, should do much to resolve the problem of unemployment and to reassure the public regarding the Colony's future.

189. Despite the desire of His Majesty's Government to promote a settlement of the dispute with Guatemala over the territory of British Honduras, there has been no material development during the year. The Legislative Council of British Honduras passed a resolution affirming their unswerving loyalty to the British connection and asked that all possible steps should be taken to reach a solution to the dispute.

190. *Jamaica*.—The present constitution was introduced in 1944 for a trial period of five years. Before the dissolution of the legislature at the end of that period the House of Representatives appointed a select committee to consider the constitution. In accordance with the request of the House of Representatives the constitution was amended before the general election by the abolition of the residential qualifications for candidates for election to the House of Representatives. Other recommendations relating to the powers of ministers, the composition of the Executive Council and the powers of the Legislative Council were postponed, likewise in accordance with the wishes of the House. The general election took place on the 20th December, 1949; of the 32 seats contested, 17 seats were won by the Jamaica Labour Party and 13 by the People's National Party.

191. The Governor appointed Mr. E. E. Mills, C.B.E., to be a Commissioner to enquire into the structure and remuneration of the Public Services of the Island. Mr. Mills submitted his report early in 1950.

192. *Leeward and Windward Islands*.—In April, 1949, it was announced that the Secretary of State was agreeable to the introduction of adult suffrage, subject to a literacy test, as a basis for elections to the Island Legislative Councils, and to the removal of property qualifications for candidates and modification of the deposits payable by candidates for election to these councils. Arrangements have been made to give effect to these changes in time for the elections in 1950. The Secretary of State also announced in January, 1950, his agreement to the formation of a local committee in the Virgin Islands to make recommendations on the form of a legislative council to be re-established in the Presidency with a view to holding elections for that body in October, 1950. Constitutional reform was discussed by the Governor of the Windward Island, with the Secretary of State in London in September, 1949.

193. *Trinidad*.—An outline of the new constitution approved for Trinidad and Tobago was given in the last report (Cmd. 7715), paragraph 188, and it is expected that the first general elections for the new Legislative Council will be held in September, 1950.

194. A commission was appointed to advise on the relationship, financial and otherwise, of the Port of Spain City Council and of the Borough Councils of San Fernando and Arima, with the Central Government. The commission, which consisted of two experts in local government matters in the United Kingdom, arrived in the Colony in September, 1949, and presented their report to the Governor in December. The report is now being studied by the local authorities.

195. Another commission from the United Kingdom visited the Colony during the year to examine the organisation of the postal services.

196. A general regrading of salaries of public officers and school teachers was approved during the year.

(d) **The Mediterranean Territories**

197. *Cyprus*.—The appointment of Sir Andrew Wright, K.C.M.G., C.B.E., M.C., as Governor in succession to Lord Winster was announced in June, 1949. Sir Andrew arrived in Cyprus at the beginning of August.

198. The struggle between Right and Left for local leadership increased during the year. Municipal elections held in May showed a swing to the Right. The right-wing Nationalist Party (under the leadership of the Orthodox Church) regained power in the capital, Nicosia, and reduced the left-wing majority in Famagusta, Limassol and Larnaca. With one exception the minor municipalities were all gained or retained by the Right.

199. In the autumn the Nationalists proclaimed their intention of conducting a "plebiscite" on the issue of the union with Greece. The "plebiscite" was held in January, all persons over 18 years of age being invited to sign a declaration in favour of union. The attitude of His Majesty's Government to the "plebiscite" was made clear in a letter from the Governor to the Archbishop, stating that since there was no question of any change in the sovereignty of the Island the issue on which the people of Cyprus were being asked to exercise a choice did not in fact exist. The only concern of the Government, therefore, was to ensure the maintenance of order. The Turkish minority took the opportunity to make it clear that they wished for no change in sovereignty.

200. Conspicuous among the Island's achievements during the year was the successful conclusion of the anopheles eradication scheme. This triumph of imaginative and conscientious work was obscured locally by political excitement over the "plebiscite".

201. *Gibraltar*.—Significant among the events of the year was the official winding-up of the repatriation programme. The last large party of repatriates returned in July, and the evacuation scheme was declared officially closed at the end of September. There still remain a small number of Gibraltarians in this country who wish to return to the Colony, and others who have still to be absorbed into the ordinary life of the community here. Nevertheless the major operation is successfully completed.

202. In May, 1949, approval was given for the issue of a free grant of £100,000 and an interest-free loan of £250,000 (repayable in 20 years) from Colonial Development and Welfare funds, towards the cost of the Gibraltar housing programme, with the possibility of a further loan of £250,000 on the same terms, and/or the conversion of part or all of the loan into a free grant, if it could be shown that local resources were inadequate. Attention was concentrated on housing finance by the introduction in the summer of minor measures of fiscal reform, which led to a local demand for greater financial assistance from His Majesty's Government. Long and careful scrutiny of the Colony's finances indicated, however, that this would not be justified.

203. The new constitutional instruments establishing a Legislative Council were made in February, 1950 (see Cmd. 7715, para. 198).

204. The Gibraltar Festival, held in July, attracted many visitors to the Colony. This new and successful venture is to be repeated.

205. *Malta*.—H.R.H. Princess Elizabeth paid two informal visits to Malta to join H.R.H. The Duke of Edinburgh, who was serving there with the Mediterranean Fleet.

206. The term of office of Sir Francis Douglas, K.C.M.G., as Governor of Malta ended in June, 1949, and he was succeeded by Sir Gerald Creasy, K.C.M.G., O.B.E., who assumed duty on the 16th September.

207. During the summer of 1949, the Malta Government approached the United Kingdom Government with certain requests for financial and economic assistance, their major objectives being a continuation of United Kingdom contributions towards the cost of food subsidies, the postponement of discharges of labour from the Royal Naval Dockyard, and more direct participation in benefits under the European Recovery Programme. Talks took place in London from June to early September (with short intermissions). In the first instance the Maltese Delegation consisted of Mr. Mintoff, the Deputy Prime Minister, and Mr. Edward Ellul, the Commissioner-General in the United Kingdom. The Prime Minister, Dr. Paul Boffa, came to London himself in July, and continued the discussions alone after the resignation of Mr. Mintoff and Mr. Ellul in mid-August. Many meetings were held with the Secretary of State and the First Lord of the Admiralty and Dr. Boffa also met Mr. Attlee. A statement (Colonial No. 253) published by His Majesty's Government in December, 1949, outlined the points at issue and the conclusions reached at the talks. Arising out of these talks, the Malta Government decided to hold an expert inquiry into ways of strengthening Malta's finances and improving its economy, and on the 2nd February, 1950, the Maltese Prime Minister announced in the Legislative Assembly that Sir George Schuster, K.C.S.I., K.C.M.G., C.B.E., M.C., whose name had been suggested by the Secretary of State, had accepted an invitation from the Maltese Government to undertake this investigation.

208. Mr. Alfred Salomone, O.B.E., was appointed Commissioner-General for Malta in London in December, in succession to Mr. Ellul.

(e) The Western Pacific Territories

209. *Fiji*.—The Committee of unofficial members of the Legislative Council, set up in 1948 to make recommendations concerning the revision of the Colony's constitution, reported in July, 1949. The European, Fijian and Indian communities were equally represented on the Committee. The Report recommended that the official majority in the Legislative and Executive Councils should be retained, that Fijian members of the Legislative Council should be elected direct by the Council of Chiefs without reference to the Governor, and that the four European and Indian nominated members should in future be elected. Certain changes in the method of nominating unofficial members to the Executive Council were also recommended. The Report was debated by the Legislative Council in December, 1949. Unofficial members decided by substantial majorities on the several proposals that no changes of consequence should be made in the existing constitution.

210. On the 8th to 10th October special celebrations took place to mark the 75th anniversary of the voluntary cession of the islands by the people and Chiefs of Fiji to Queen Victoria. A personal message was sent by His Majesty the King.

211. During 1949 Fijian native land reserves were delimited in certain provinces. In these areas leases will not be granted by the Native Land Trust Board to others than Fijians, and leases at present in the possession of members of other communities will not be renewed. Resettlement Committees have been formed to assist these tenants.

212. *Western Pacific High Commission Territories.*—After careful consideration of all the circumstances and in particular of their economic needs, it was decided not to institute a war damage compensation scheme in the British Solomon Islands Protectorate or the Gilbert and Ellice Islands Colony.

213. *British Solomon Islands.*—The first Conference of headmen and assistant headmen from the entire group was held in Honiara, the new capital, from the 3rd to 8th October. Certain districts have dissociated themselves from the "Marching Rule" movement, and the production of copra, which is the staple industry of the islands, has shown a notable increase.

214. *Gilbert and Ellice Islands.*—During the year the work of the Native Lands Commissioners was completed in a number of islands on each of which a local Land Court was established.

215. The Colony Trade Scheme, which deals with the collection of copra and the distribution of consumer goods, had a successful year. It is proposed to reorganise the scheme as a wholesale co-operative society.

216. The rebuilding of the Colony headquarters at Tarawa has begun.

217. *Tonga.*—The fiftieth birthday (in March, 1950), of Her Majesty Queen Salote coincided happily with the jubilee of the 1900 Treaty of Friendship between Great Britain and this progressive island kingdom. His Majesty the King sent a personal message of congratulation.

(f) Other Territories

218. *Aden.*—The Aden Legislative Council has continued to work satisfactorily, and its Standing Finance Committee has become an important and useful factor in the constitution of the Colony.

219. There has been an unfortunate deterioration in the relations between His Majesty's Government and the Government of the Yemen. This was due, in the first place, to an incident on the frontier between the Yemen and the Western Aden Protectorate. The Sharif of Beihan, a Treaty Chief of the Protectorate, decided, with the concurrence of the Aden authorities, to build a customs house within his territory but near the Yemeni border. This led to an incursion by a Yemeni armed party, who attacked the customs house and then began to construct a fort on the Protectorate side of frontier. Protests to the Yemeni Government having proved unavailing, this fort was demolished by air action by the Royal Air Force in September, 1949. This has led to strong protests by the Government of the Yemen, and the Imam has so far not agreed to a proposal made to him through the Governor of Aden that representatives of both sides should meet on the spot in order to determine the precise position of the boundary, although His Majesty's Government do not admit the Yemeni Government's assertion that the air action took place on their side of it. The dispute has been aggravated by a

recent visit by a small exploratory party sent by Petroleum Concessions, Ltd., with the assent of the Governor of Aden, to the Shabwa District, to which the Yemen has an old standing claim although it is regarded by His Majesty's Government as being undoubtedly within the Aden Protectorate.

220. Early in 1949 the Eastern Aden Protectorate was threatened with a serious famine as a result of a failure of rains, but energetic relief measures were adopted to deal with the severe scarcity of food, and during the year under review conditions improved to such an extent that the Governor was able to report that the emergency was at an end.

221. *Mauritius*.—While it was to be expected that the new Legislative Council with its elected majority would take time to settle into its swing, this initial period has been unduly prolonged with detriment to the efficient conduct of public business and a serious delay in passing the annual estimates.

222. The committee appointed by the Governor to review the Colony's Ten-Year Development Plan, composed entirely of members of the Legislative Council, held its first meeting on the 16th March, 1949, and had not completed its task by the end of the year.

223. Sir Hilary Blood, K.C.M.G., assumed office as Governor on the 26th September.

224. *Seychelles*.—The judgment of the Supreme Court of the Colony validating the proceedings of the opening session of the new Legislative Council held on the 16th November, 1948, was reversed on appeal by the Supreme Court of Mauritius on the 21st September. A Bill to validate the proceedings was introduced into the Legislative Council and passed on the 28th October.

225. In January, 1949, a District Council was elected by universal adult suffrage under the provisions of Local Government Ordinance No. 23 of 1948, with wide powers to carry on local government in Praslin Island. It is the ultimate intention to extend local self-government throughout the islands to replace the existing system of nominated Local Boards. The Local Government Board established under the Ordinance will advise the District Councils and co-ordinate their activities.

226. The Governor, Dr. P. S. Selwyn-Clarke, C.M.G., M.C., was on leave from the 8th July to the 5th September and had discussions on the Colony's affairs with the Secretary of State and his advisers.

227. *Falkland Islands (Colony)*.—Since the inauguration of the new constitution announced in last year's Report (Cmd. 7715), the Legislative Council has held two meetings.

228. The year has been primarily one of consolidation and progress in the economic field. After several years of deficits in the Colony's finances the Governor was able, owing to certain fiscal measures introduced in the past two years, to announce an estimated surplus when introducing the Budget for 1950.

229. *Falkland Islands Dependencies*.—The Falkland Islands Dependencies Survey relief ship *John Biscoe* left Port Stanley in November, 1949, on its annual voyage of relieving and re-provisioning British posts in the Dependencies. In the previous season (1948-49) it had been found impossible, because of unusually adverse weather conditions, to relieve the 11 men stationed at Stonington Island, on the south-west coast of Grahamland. During the northern summer of 1949 preparations were made to ensure the successful relief of this party in the season 1949-50. The preparations included the purchase of two aircraft specially adapted for polar conditions. One was obtained in Canada, where the Governor, who had flown there

specially, received the ready co-operation of the Canadian authorities and was able to secure the services on secondment of a Royal Canadian Air Force pilot experienced in flying in the Arctic. A second pilot was seconded from the Royal Air Force. In the event, five of the party at the base (scientists who had been there for three years) were safely evacuated by air at the end of January, 1950, and the *John Biscoe* succeeded in reaching Stonington on the 10th February and took off the remainder of the party.

230. In last year's Report it was recorded that His Majesty's Government and the Argentine and Chilean Governments had agreed that, apart from routine movements customary over a number of years, no warships should be sent south of latitude 60° during the 1948-49 Antarctic season. On the 18th November, 1949, it was announced that the three Governments concerned had agreed to prolong this agreement for a further year.

231. A small Scientific Bureau is being set up in the United Kingdom to work on Falkland Islands Dependencies Survey scientific data and specimens. The Bureau is financed by a Colonial Development and Welfare Research grant.

CHAPTER III.

ECONOMIC DEVELOPMENT

(a) General Review

232. There has been impressive progress during the year under review, the fifth since the passing of the Colonial Development and Welfare Act, 1945. Basic surveys and investigations, the key to all economic development, have been undertaken in all the main fields of economic life in the Colonies, and meanwhile the results of past investigations and surveys are beginning to show themselves in the record of increased production and of new works in progress. The Report records increases in the production of sugar, oil palm and coconut products and sisal. On the other hand weather conditions have had an unfavourable effect on the production of West African groundnuts, tobacco in Northern Rhodesia and Nyasaland and cotton in Uganda and Nyasaland. Mineral production, as a whole, has been well maintained and increases have been recorded in 1949 in gold, manganese, copper, tin, diamonds, kyanite and oil. Of the many developmental and constructional works mention may be made of the harbours at Dar-es-Salaam and Mtwara in Tanganyika, the deepwater quay at Freetown and the extension of the main wharf at Takoradi. Railways and other forms of communication in Africa and elsewhere are being expanded and improved. In Uganda steady progress has been made with the very important hydro-electric scheme on the Nile at the Owen Falls.

233. An index number of colonial exports, the coverage of which was described in last year's report (Cmd. 7715), paragraph 239, shows the following upward trend since 1946 :—

1936	...	...	...	...	...	...	...	119
1946	...	...	...	...	...	...	...	100
1947	...	...	...	...	...	...	...	134
1948	...	...	...	...	...	...	...	149 (revised)
1949	...	...	...	...	...	...	...	153 (provisional)

234. Since most colonial territories depend for their cash incomes on the export of certain major products, marketing arrangements and the price of produce are of basic importance. The marketing section of this chapter shows the progress that has been made in establishing improved marketing machinery for certain products: it also details the commodities purchased by United Kingdom Ministries under bulk contracts. In the first part of the year colonial export prices, where these were not fixed by contracts, reflected the tendencies operating in the world as a whole, and in particular, the downward influence of the business recession in the United States. This recession, together with some decline in purchases due to an expected devaluation of the pound, reacted strongly on the prices of commodities originating from the sterling area and sold mainly in dollar markets, e.g., rubber. Since the change in the sterling/dollar rate of exchange in September, 1949, the tendency has been for colonial primary produce prices to rise. The tendency has been strongest in the cases of commodities on which the dollar area exerts the main influence. The principal colonial exports whose prices (in terms of sterling) have increased since September (whether as a direct result of the change in the exchange rate or of general market factors) are rubber, cocoa, sugar, copra and other oilseeds, cotton, sisal, copper, gold, diamonds, lead, zinc, petroleum, hides and skins and certain timbers. The prices of some of these commodities during the second half of the period under review were higher than at any period since the war. Although such increases may tend to stimulate production, it should not be overlooked that world production of some primary commodities is reaching or surpassing pre-war levels, so that there is no longer the basic shortage of supplies which existed after the war. This makes it more necessary than ever that colonial producers should improve their efficiency and ability to compete with producers in other parts of the world. On the other hand the cost of essential imports from the dollar area has risen and in some cases so has the cost from other sources of supply. In the West Indies, where there is a greater degree of dependence on American sources of supply, a conference of representatives of all the Governments concerned was held in Barbados in March, 1950, to consider the problems which the change in the sterling rate brought to this area.

235. The close interdependence in economic matters between the United Kingdom and the Colonies has been emphasized by developments during the year. Colonial exports have again represented an important proportion of the total imports of the United Kingdom, amounting to 9.8 per cent. in 1949, and the United Kingdom has continued to be the main source of external financial assistance to the Colonies, through the provision of Colonial Development and Welfare grants, the grant of loan facilities in London and the arrangements made for access to the London capital market by private concerns operating in the Colonies. Supplies of consumer and capital goods from the United Kingdom to the Colonies have steadily increased and further reductions have accordingly been made in the imports by the Colonies from the dollar area.

236. The events leading to the change in the sterling/dollar rate of exchange demonstrated, not only the mutual interdependence of the Colonies and the United Kingdom, but also the importance of colonial production, particularly of dollar-earning and dollar-saving commodities, to the sterling area as a whole. The fall in the United States expenditure on cocoa, rubber and tin in the first part of 1949 meant a substantial loss in the net dollar earnings of the sterling area. The recovery in the demand for these commodities in the United States, during the second half of 1949, gave colonial producers a renewed opportunity to increase their sales in the dollar area,

and the change in the exchange rate increased the sterling prices for these commodities, thus serving to stimulate their production and export still further.

237. In these circumstances it is understandable that questions of colonial economics have received a great deal of attention in international discussions. The Colonies were represented directly by the Secretary of State in the talks between Commonwealth Finance Ministers in London in July, 1949. At the tripartite discussions between the United Kingdom, the United States and Canada in Washington in September, 1949, the importance of the Colonies in relation to the sterling area's problems was generally recognised. Increased attention has been given to colonial development by the Economic Co-operation Administration which has set aside part of the Marshall Aid funds, not only for schemes of technical assistance, but also to provide dollars for equipment required from the dollar area for colonial development schemes.

238. Mention may also be made of the conclusion reached at the tripartite talks regarding the important contribution which a high level of United States investment in the sterling area could make towards reducing the sterling/dollar disequilibrium, and the problems of securing a greater flow of American capital to the Colonies have since been under study both in London and Washington.

239. Chapter IV describes the main features of the colonial financial situation. It is of great significance that the rate of expenditure of Colonial Development and Welfare funds has increased rapidly. At the same time colonial revenues were well maintained and in many cases increased. On the expenditure side, despite the growing outlay on development, it is an important fact that with some exceptions Colonial Governments have so far managed to finance the greater part of their commitments for development expenditure out of current revenues without significantly drawing down their reserves. It is of cardinal importance that Development Plans should not impose on Colonial Governments a burden of recurrent expenditure that they cannot afford. The comparative prosperity of most colonial territories since the war has meant that development has not, so far, imposed an undue financial strain on them. No doubt there may be room in some cases for expansion of revenues through appropriate measures of taxation, but there is bound to be a financial limit to the amount of unremunerative development that can be safely undertaken having regard to the commitments that it may involve for the future. It is, therefore, becoming increasingly important to ensure that development programmes are properly balanced. In previous years finance was perhaps less of a limiting factor on development than the shortages of equipment and staff. At the rate at which development has progressed during the year finance becomes of increasing importance.

240. As regards inflationary tendencies, the general position of the Colonies reflected the situation in the world at large. Before the change in the sterling/dollar rate and despite development expenditure, falling commodity prices were beginning to have a deflationary effect. This was of particular importance in some territories where there is still an unemployment problem. Since the change in the sterling/dollar rate and the improvement in the prices of many colonial products, these tendencies have been reversed to some extent. Colonial Governments are, in general, alive to the importance of doing all that is practicable to avoid inflation, which can only hamper economic progress. The year under review has again shown how important it is to keep economic policy as flexible as possible.

(b) Development Plans

241. Colonial Governments have continued to be active in preparing development plans or plans revised in the light of changed circumstances. In the territories in South-East Asia, rehabilitation after the war of the basic services, transport systems and housing, although not yet complete, has progressed sufficiently to enable the Governments to pay more attention to their long-term plans for economic development. Thus, in *Singapore*, though a comprehensive plan has not yet been prepared, the provision of an international airport, a new graving dock and a large housing programme is being considered. The Government of the *Federation of Malaya* have published, as a first step in the production of an integrated Development Plan, their proposals for the social services: further sections dealing with the development of natural resources and industries and the development of trade and industry are in preparation. In *Sarawak* a Development Plan has been in preparation. Meanwhile, work is well advanced on schemes for the construction of new roads, bridges, telephone lines, a new airfield at Kuching, and for preliminary surveys for the improvement of port facilities on the Dejang River. Schemes have been put in hand designed to increase production and to improve the methods employed in agriculture, fisheries, forestry and the rubber industry and to investigate mineral deposits. In *Brunei* an outline programme of economic development, to be financed from revenue and costing some 6 million Straits dollars over a period of five years, has been drafted. The rural Development Plan includes the introduction of improved methods of rice cultivation, the fostering of co-operation in the peasant rubber industry and the development of Brunei's forestry assets. The programme also includes the expansion of internal communications and the improvement of port and harbour facilities at Muara and Brunei.

242. In Africa the *Gold Coast* Government are preparing a Development Plan for the next 10 years. Early in 1949 they announced the appointment of 9 sub-committees, with strong unofficial African representation, to draw up various economic and social plans. The individual drafts were reviewed by a central co-ordinating committee. The Government of *Uganda* have re-examined their Development Plan and with the approval of the Secretary of State have adopted the course of integrating development with the normal process of administration. In *Sierra Leone* the basic economic needs of the territory were reported on by a member of the Secretariat, Mr. H. Childs, O.B.E., at the end of 1949. The main features of the Report, which was approved by the Secretary of State, include capital projects to be financed by loans totalling £5 million. Among the schemes recommended are the setting up of a net-work of "Pioneer" palm-oil mills, the building of some 600 miles of roads and the fostering of District Plans for economic development.

243. In the Caribbean area efforts were continued to carry out the proposals recommended by the Evans Commission* (to which reference is made in the previous Report (Cmd. 7715), paras. 234-6). In *British Guiana* an aerial survey was only partially successful because of bad weather conditions, but will be resumed, it is hoped, in 1950. A soil survey of part of the interior is also being carried out, and the rice industry has been investigated by an E.C.A. mission. An engineering survey of the first stretch of the road into the interior has been completed, the immediate object being to keep pace with timber developments in the Bartica triangle which are reported elsewhere.

* Cmd. 7533.

244. In *British Honduras* crop trials have already been undertaken and good progress has been made at the Central Farm on the Baking Pot Estate in the Cayo Province. The possibility of expanding the rice industry was reported on by a rice irrigation expert. Construction of the important east-to-west road link from Middlesex to Roaring Creek has begun. Fair progress was made during the period on the remainder of the Colony's road-building programme. Agricultural credit facilities have been expanded. A serious economic situation arose in British Honduras owing to the fact that the British Honduras dollar was linked to the United States dollar and remained so linked after the devaluation of the pound. The cost of sterling investment increased heavily and, as a result, development work came virtually to a standstill. This, coinciding with a sharp falling off of American demand for mahogany and chicle and a catastrophic drought, caused a serious increase in unemployment. At the end of 1949, the British Honduras dollar was devalued to a rate of \$4 = £1 and linked by law to sterling instead of the United States dollar in order to facilitate the resumption of investment.

245. In *Jamaica* the 10-year Development Plan was revised so as to reduce the total cost by over £1 million and to lessen the burden of priority recurrent expenditure by some 40 per cent. Development Plans for the four Colonies of the *Windward Islands* have been submitted to the Secretary of State and his approval has been given to those for St. Vincent and Dominica. The St. Lucia Plan was considered but it was decided, because of the reconstruction of Castries, to defer the operation of the full Plan until 1952. The Grenada Plan is being reviewed in the light of a revised assessment of the funds which are likely to be available. In the *Leeward Islands* a visit was paid by a Colonial Office Economic Liaison Officer to assist the Government in drawing up revised plans for each Presidency. Plans have already been prepared for Montserrat and Antigua.

246. The Government of *Fiji* also submitted a 10-Year Development Plan in November, 1949, which has been approved. The Plan is a revision of the one prepared in 1945.

247. The first Annual Report of the Colonial Development Corporation was published in June, 1949.* It contained a review of the Corporation's activities from its inception up to the 31st December, 1948. By November, 1949, the Corporation had 28 projects in actual operation, on which £14,500,000 of capital was committed, and 51 projects under investigation.

248. The Colonial Economic Development Council met five times during the year and advised the Secretary of State on a wide variety of economic problems.

(c) **Production**

(i) *Agriculture*

249. Concurrently with efforts to improve the quality and quantity of crops for export, increased attention has been devoted to the production of food crops for local consumption. The aim has been not only to help meet the needs of increasing populations and to raise their general standards, but also, in a number of territories, to promote a more diversified and balanced economy and thus to lessen dependence on one or two cash crops grown mainly for export. There is a growing realisation throughout the colonial territories of the value of this policy in contributing to the improvement of the general standard of living of the colonial peoples.

* H.C. 188 of 1949.

250. Increased attention has been paid to such fundamental preliminary tasks as soil surveys and also to soil conservation measures and drainage and irrigation schemes. In addition to the normal work carried out by colonial Departments of Agriculture, two expert missions have completed investigations into certain specialised agricultural problems in Africa. One of these made a survey of the problems in the mechanisation of peasant agriculture. The mission's view was that if tractor cultivation is to be economic, it must be concentrated on good land in areas where the total area of tillage per family can be extended, e.g., in moderately and sparsely populated savannah areas not too far from market outlets. Their report also emphasised the importance of overcoming the labour shortages which normally occur at the beginning of the rains or just after: thus the mechanisation of land clearance, ploughing and first cultivation would generally be more important than the mechanisation of weeding, harvesting and threshing. The mission pointed out that the economics of mechanisation must be kept constantly in mind. It should not be too easily assumed that mechanisation always pays. In general they recommended that the hoe should be supplemented rather than supplanted, so that labour should not be displaced.

251. The other mission, which consisted of three eminent American agriculturists, was appointed under the aegis of the Economic Co-operation Administration to survey the agricultural and veterinary research needs of the African territories. In a valuable report this mission drew up a list of projects, including research into soil questions and maize and sorghum breeding. It is hoped that it may prove possible to secure the services of American specialists to carry out some at least of these projects.

252. An important conference on land utilisation in British Africa took place at Jos in Nigeria in November. The chair was taken by an Assistant Under-Secretary of State from the Colonial Office and the Secretary of State's Advisers on Agriculture, Animal Health and Forestry were also present. The colonial representatives included senior administrative officers, senior agricultural, veterinary and forestry officers, registrars of co-operative societies, and the leading authorities on trypanosomiasis and tsetse fly control. In addition, the Chief Native Commissioner and other observers were present from Southern Rhodesia, the Director of Native Agriculture from the Union of South Africa, and the Director of Agriculture from the Anglo-Egyptian Sudan, together with observers from France, Belgium, the United States of America and the Food and Agriculture Organisation of the United Nations.

253. Discussion was confined to the utilisation of land by Africans. The ultimate aim being the best use of the land, its nature and potentialities must first be known. The Conference, therefore, advocated the systematic surveying of soils and water resources, beginning with the most likely areas for development, and the definition in each territory of the area of forest required.

254. But the subject to which the Conference devoted most attention was the question of how best to inject capital and new techniques into African peasant agriculture. The Conference realised that Colonial Governments had for many years been taking steps to improve peasant husbandry in order to conserve the soil and increase production. Nevertheless, they felt that fundamental changes were required in African peasant agriculture if the land were to be used to the best advantage. More capital and more advanced methods of agriculture, such as mechanisation, irrigation and the use of fertilisers, must be introduced if the African was to attain an improved standard of living, and if educated Africans were to be attracted to a career on the land.

255. Some new methods might be applied without drastic reorganisation, e.g. villagers joining together to have their lands ploughed in common. But often a more formal grouping would be required, particularly when both capital and new methods were introduced. The Conference considered that the most hopeful pattern of development might be that of grouped peasantry in co-partnership with, and in the first place managed by, an organisation able to command credit. This organisation should be established on such lines that it could progressively effect its own replacement by a self-managing organisation of the peasants. The peasants should be effectively represented in the management from the outset. Such group development should serve to strengthen the social structure rather than disrupt it. It could most easily be effected in settlement schemes on lands at present unoccupied, but it should also be adapted for use among existing communities. The conditions of settlement should prevent sub-division of holdings and require good husbandry practices, including the carrying of a proper but not excessive number of livestock.

256. This technique of group development has already been tried out in different forms in different parts of Africa. It has been carried furthest in the Anglo-Egyptian Sudan, where the Gezira scheme is the best known of such schemes. The Conference considered it most important that it should be proved that group development could be carried out on an economic basis. They felt confident that this could be done, but there had not yet been sufficient experience to prove this in the differing conditions which obtain in Africa. Consequently, in order to establish which of the many possible techniques and forms of organisation would prove most suitable from both the economic and social point of view, the Conference strongly urged that more pilot schemes, carefully costed by competent agricultural economists, should be started to increase the range of experiment. The Conference specified a number of schemes, some of which had already started, which might serve as pilot projects.

257. A Committee of the experts on trypanosomiasis, tsetse fly and veterinary matters gave it as their considered view that, in many areas, a bold and aggressive policy of land utilisation and settlement should be the principal means of reclaiming land from the tsetse fly. They considered that there might well be instances where planned agricultural development could be carried out in such a manner that the tsetse fly would be driven out without any specific and costly anti-tsetse measures. Accordingly it was recommended that some of the pilot schemes should take place in tsetse-infested areas. The Committee considered, however, that the prophylactic value of antrycide required further investigation before it would be safe to introduce stock for permanent residence in fly areas (see also paragraphs 679-680).

258. The recommendations of this Conference are now being considered.

259. An important experiment is being conducted in Nigeria to demonstrate that the use of artificial fertilisers is within the reach of the African peasant. A special staff will supply groundnut growers, in the first instance, with fertilisers free of cost in a form which makes it simple for the peasant to apply a suitable dose as he sows the seed. Using this "placement" technique, which the special staff will demonstrate, farmers should be able to obtain good increases in yield by applying a fraction of the quantity of fertiliser required when it is applied by the traditional broadcast method. One thousand tons of specially prepared fertiliser will be supplied during 1950 and the scheme is capable of rapid expansion if successful, and of extension to other crops.

Some Important Colonial Crops

260. *Bananas*.—In Jamaica the revival of the industry continues and 6½ million stems were exported in 1949. Lacatan suckers were multiplied to enable plantings of this new variety to be increased, and propaganda was intensified so as to induce producers to spray against Leaf Spot disease, a measure particularly important with the Lacatan variety. In the Cameroons, too, the year has been one of steady expansion of production. Exports in 1949 reached 5½ million stems.

261. *Cocoa*.—In the Gold Coast efforts continued throughout the year to bring the virus disease known as swollen shoot under control. Cutting-out of diseased trees on a voluntary basis continued and was intensified, and the staff engaged on the work was considerably increased. In addition the farmers were more favourable to the campaign. Nevertheless it was clear that the remedial measures were not keeping pace with the spread of the disease. The new Governor, Sir Charles Arden-Clarke, K.C.M.G., reviewed the position soon after his arrival and decided to ask the legislature for the re-imposition of compulsory powers in areas where the majority of the farmers were in favour of cutting out. At the December, 1949, meeting of the Council it was decided by a large majority that compulsory powers should be restored without qualification. This has enabled the Government to plan a strategic approach to the areas of infection, and to make arrangements for the deployment of the increased staff (to which further additions are being made) in such a way as to circumscribe the areas of mass infection and bring the disease under control as early as possible. Changes in the control of the campaign and intensification of training of the field staff have also been put in hand.

262. In Nigeria, where the disease is less widespread, the cutting-out campaign made good progress during the year. It was discovered by surveys, however, that the extent of the disease was more serious than had previously been known. Urgent measures were taken to increase the staff employed in the field and to intensify the attack on the infected areas.

263. During the harvesting period the rate of cutting-out in both territories declined owing to the natural reluctance of farmers to lose trees which, although infected, were bearing a crop, but major campaigns against the disease were to be undertaken as soon as the harvest was ended. An agreement has been concluded with Messrs. Pest Control Limited of Bourn, Cambridge, whereby a team of three scientists provided by the Company are to be attached to the West African Cacao Research Institute to carry out a programme of research into the possible use of systemic insecticides in controlling the spread of the swollen shoot disease. All parties concerned have emphasised, however, that some three years at least must elapse before there can be any question of applying such control methods on a field scale.

264. The 1948-49 cocoa crops, with exceptionally good weather conditions, yielded 278,372 tons in the Gold Coast and 108,972 tons in Nigeria. Repetition of these figures is not to be looked for. The 1949-50 crop in Nigeria appears considerably lower, and the crop in the Gold Coast, though lower, is good and above the average which can be expected in the next few seasons in view of the swollen shoot position.

265. Cocoa development in the Malayan region, following Dr. Cheesman's report in 1948 (Colonial No. 230), has necessarily been slow because of the scarcity of local planting material of high yielding varieties and because of the danger of introducing plant diseases with imported material. Nevertheless, by the end of 1949, experimental areas planted amounted to 400 acres and

applications had been made in respect of 4,500 acres for commercial planting. Under a Colonial Development and Welfare Scheme 6,000 cocoa seeds were flown from the Gold Coast in November, 1949, and are being grown in isolation at a quarantine station in Pulau Tekong, an island off Singapore.

266. *Coffee*.—Exports from the 1948-49 coffee crops in East Africa were: Kenya, 6,822 tons; Uganda, 30,502 tons; Tanganyika, 12,234 tons. Output was adversely affected by drought.

267. *Coarse Grains*.—With the object of increasing African production of coarse grains so as to meet growing local needs and if possible to provide some exports, two agricultural experts were sent during the year on a study visit to the United States of America and the Anglo-Egyptian Sudan, and then on a tour of the African territories to investigate the possibilities of fully mechanised production of sorghum. Their report indicates certain areas in which pilot schemes should be initiated. But they draw attention to two major difficulties which may well delay plans for increased production on a really large scale by mechanised methods. First, it will be necessary to develop dwarf types of sorghum suitable to local conditions before mechanisation of all agricultural operations can be introduced; this is a task which may occupy several years. Secondly, some means will need to be found of reducing the present high costs of transport.

268. *Groundnuts*.—Production for export was normal in the Gambia, but deficient rainfall in northern Nigeria seriously affected the crop there. Purchases for export in the 1949-50 buying season did not exceed 180,000 tons (decorticated), but as stocks still awaiting railing when the buying season opened amounted to 138,000 tons, the total quantity to be exported in 1950 is unlikely to fall short of the average of recent years. The shortfall in the crop has made it possible to reduce very substantially the quantities of groundnuts in store, but it has meant a serious reduction in the income earned by the northern Nigerian farmers.

269. The Nigerian Railways received a further large supply of new locomotives, rolling stock, etc., and the original supplies programme has been practically completed. There was a marked increase in the average monthly tonnage of groundnuts railed, from 28,500 tons for the period October, 1948, to March, 1949, to nearly 32,000 tons for the corresponding period this season. Increased railings, combined with the shortness of the crop, give good ground for hope that stocks will be reduced to little or nothing before the next crop is bought. The measures introduced early in 1949 to control infestation of the nuts stored in the Kano area by *Trogoderma* and other pests have been applied continuously, and the total loss from the 1947-48 and 1948-49 crops recorded by the 31st March, 1950, had not exceeded 1,800 tons. Fumigation experts have recently reviewed the problem and have recommended a new technique by which groundnuts can be fumigated during storage in the open without extra handling.

270. Future production of groundnuts may be affected by the fertilizer experiments referred to in paragraph 259.

271. The first annual report of the Overseas Food Corporation was published in September, 1949 (H.C. 252 of 1949). It contained a review of the Groundnuts Scheme in Tanganyika from its inception to the 31st March, 1949, and included a restatement of the origins of the Scheme and a summary of the events before the Corporation took it over in March, 1948. It dealt in some detail with the many difficulties which had made the achievement of the targets in Cmd. 7030 impracticable. The report was subsequently

debated in Parliament. In the House of Commons debate on the 21st November, 1949, the Minister of Food stated that His Majesty's Government, on the advice of the Corporation, had agreed to a modification of the programme which could bring about the development of a total area of 600,000 acres by the end of 1953 in the three areas, Kongwa, Urambo and Nachingwea.*

272. Liaison between the Tanganyika Government and the Corporation has been extended as widely as possible. The Tanganyika Government encourage the Scheme to the full extent open to them and have made known their desire to take over responsibility for certain social services hitherto operated by the Corporation but which strictly fall within the province of Government. Negotiations are proceeding.

273. During the year the lease covering the areas earmarked to the Corporation for development in Tanganyika was drawn up and signed.

274. The communications serving the three areas of the Scheme notably improved during 1949, though towards the end of the year Central Line railway traffic was much affected, first, as a result of the unprecedented drought, by the need to import famine relief and water into the stricken areas; and secondly, on the Kongwa spur line, by the heavy rains when the drought ended. The strike at Dar-es-Salaam in February, 1950, much delayed a return to normal.

275. *Oil Palm Products.*—1949 purchases of palm kernels for export amounted to more than 370,000 tons in Nigeria and 80,000 tons in Sierra Leone. Palm oil purchases for export in Nigeria totalled more than 155,000 tons. These figures show that the post-war improvement has been maintained. Meanwhile renewed attention is being paid to the improvement of quality and in Nigeria the Marketing Board has introduced a revised grading policy with the intention of procuring a steady rise in the quantities of higher grade oils produced, whether or not the total production for export continues to expand. Malayan production of palm oil has shown a further increase over 1948 as further areas of new plantings begin to yield fully: exports reached 55,000 tons in 1949.

276. *Coconut products.*—Recorded exports of copra and coconut oil from Malaya in 1949 were 120,776 tons (in terms of coconut oil) and imports 76,553 tons, showing a further heavy increase in net exports. In the Western Pacific exports totalled 58,000 tons (in terms of copra). A substantial proportion of the quantity exported from Fiji was in the form of oil. Exports from the Seychelles and from Zanzibar were more than 7,000 tons and 18,000 tons respectively (in terms of copra).

277. *Other oilseeds.*—As a result of the drive to increase cotton production, referred to below, considerably increased quantities of cottonseed became available for export, notably over 58,000 tons from Uganda. Exports of linseed from Kenya in 1949 amounted to something over 650 tons. The Colonial Development Corporation has now taken over the tung areas which it is to develop in the Vipya Highlands in Nyasaland.

278. *Rice.*—There is still a world shortage of rice. The need to increase production in all colonial territories continues.

279. In Malaya production in 1948-49 was slightly lower than in 1947-48 (312,000 metric tons of clean rice as against 349,000) as a result of drought in certain of the main producing areas. It is expected that, as the result of

* 470 H.C. Deb. 5s. col. 50 f.

the various drainage and irrigation schemes now under way and of favourable weather, the 1949-50 crop will be appreciably higher than in 1947-48. The latest estimate is that it may exceed 400,000 tons.

280. Much of the best land for producing rice by traditional methods in Malaya is now in use or in process of being brought into use. Any further large increase in rice production must accordingly be mainly by improved methods of cultivation or by bringing into cultivation land not previously considered suitable. The area under wet padi at the end of 1948 was 802,730 acres. A programme is well advanced to provide improved drainage and irrigation works for some 283,725 acres on existing padi land and to develop a further 85,500 acres over the period 1949-53, and it is expected that by the end of 1950 the improvement of some 105,000 acres and the development of 25,000 new acres will have been completed. Two experts were sent from the United Kingdom to investigate the possibilities of mechanised rice production on peat land.

281. British Guiana is already self-sufficient in rice and exports some 20,000 tons annually to other British West Indian territories. Exports in 1949 amounted to over 27,000 metric tons. The local Government staff has been strengthened during the year by the appointment of a senior irrigation engineer. The two American experts, whose visit to British Guiana was referred to in last year's Report (Cmd. 7715), para. 258, have now submitted their recommendations which are being studied. They feel that there may be a danger of overcapitalising peasant agriculture if it is too widely mechanised; but they confirm that, subject to proper soil surveys and to the provision of adequate drainage and irrigation, considerable areas of land at present uncultivated could be utilised for padi production. For such new production they favour large units of approximately 10-15,000 acres farmed by mechanised methods. They consider that a number of small, inefficient mills should be closed and that a chain of medium-sized mills, each serving a limited area of production, should be established.

282. In British Honduras little rice is at present grown, but the Colony is considering plans to increase production in order to become self-sufficient and possibly to provide some surplus for export. An expert who visited the territory in the summer of 1949 reported that the present local demand could be met by relatively small increases in the existing acreage and by the application of improved methods of cultivation to secure higher yields.

283. Production in West Africa has been maintained, but any very large-scale expansion in this region may be impracticable, at any rate within the near future, owing to the high capital cost of clearing and preparing the land and of acquiring and operating the necessary machines. There is, however, a growing local demand for rice, especially in Nigeria, where the Government is making efforts to increase the present production of between 40,000 and 50,000 tons a year. In the Gambia the Colonial Development Corporation is about to embark on a project to grow rice and other crops on about 20,000 acres of land bordering the Middle Gambia river. This will involve irrigation works as well as land clearance.

284. In East Africa also increasing attention is being paid to this crop. An expert mission drew attention to the considerable potentialities for greater production within the region, although these are limited by shortage of skilled labour and the high capital cost of bringing land under cultivation.* A new area is being developed, however, by the Colonial Development Corporation in Nyasaland, and in Northern Rhodesia surveys of certain swamps are proceeding.

* Colonial No. 246.

285. *Sugar*.—Production of sugar has continued to increase and exports from the 1949 crops reached the figure forecast of 1,200,000 tons. Record production was achieved in Mauritius and Jamaica, which exported 389,000 tons and 192,000 tons respectively from these crops. East African production was reduced by drought and exports virtually ceased; with domestic consumption increasing it is not expected that there will be material exports during the next few years. The reports of the Commissions of Inquiry into the sugar industry in the Leeward Islands and in British Guiana (Colonial No. 249) were published in December, 1949. The majority report of the Leeward Islands Commission recommended improved arrangements for land settlement and, in Antigua, the use of under-cultivated land; improvements in workers' remuneration and conditions of work; improved housing in St. Kitts; and the establishment of a Wages Board or Council to improve industrial relations. The British Guiana Commission made many recommendations for improvements in housing and other social services. They also recommended a subsidy of 20s. per ton on British Guiana sugar exports, but His Majesty's Government has been unable to agree to single out one industry in a particular Colony for special assistance in this way.

286. *Tobacco*.—Although a greatly reduced crop of tobacco was expected in Northern Rhodesia and Nyasaland in 1949 as a result of the severe drought at the beginning of the year, the total production in fact proved to be very little less than in 1948, while the quality of the leaf was on the whole better. Prices paid for colonial leaf again showed an increase over the previous year.

287. The policy of encouraging a steady increase in the production of flue-cured and air-cured tobaccos was continued this year. In order that the proper balance between food and cash crops may be maintained, any expansion of production of fire-cured tobacco in Nyasaland must be secured mainly by increasing the yield per acre rather than by increasing the total acreage under tobacco. Plans for the development of flue-cured tobacco in the Kasungu area of Nyasaland have been put into operation. Some 1,000 square miles of land are available but a part will be required for the production of wood fuel for curing; moreover, since tobacco can only be grown in rotation with other crops, only a small part of this area can be under tobacco at any one time. In this area the Colonial Development Corporation is embarking on a scheme which in its initial phase involves the use of 10,000 acres; of this total, after the first year, 800 acres will be under tobacco at any time, producing half a million pounds of leaf annually. A further area of 140 square miles has been offered for development to planters and syndicates, and applications to take up leases for all this land have already been received.

288. The cigar wrapper leaf fields in North Borneo have made further recovery from the effects of neglect during the Japanese occupation; exports of estates tobacco, the bulk of which was cigar wrapper leaf, rose from 199,878 lb. in 1948 to 267,622 lb. and high prices were obtained. Sales of Jamaica cigars on the other hand again fell sharply, particularly sales to the United Kingdom.

289. *Cotton*.—In view of the present high prices for cotton and its importance as a dollar saver to the sterling area, Colonial Governments have continued to encourage its production. Since colonial cotton is almost entirely a peasant crop, the main prospect of increased production lies in improving peasant agricultural methods. A scheme has been started in Tanganyika to appoint six agricultural assistants and 100 African agricultural instructors to make available to cotton growers knowledge of the improved agricultural techniques developed by the local Agricultural Department and by the Empire Cotton Growing Corporation on its research station at

Ukiriguru. In Nigeria a development team has been set up to improve agricultural methods in existing cotton areas and to spread production into new areas: it will be financed by the Nigeria Cotton Marketing Board which has an agreement with the Raw Cotton Commission whereby the Commission will pay a premium for increased exports. In Uganda the steps taken to improve agricultural methods, which produced the record crop of 380,000 bales in 1948-49, have been continued, while in addition the grower has been offered a 10 per cent. increase in the price of seed cotton. Adverse weather conditions, however, are expected to reduce the crop in 1949-50 by some 20 per cent. The severe drought in Nyasaland has also cut production in that Colony, but it is expected that the encouragement which is being given to production will result in increases in future years. Research is continuing in all these territories to develop new strains of cotton giving high yields under local conditions, new controls of insect pests and improved methods of cultivation. The Empire Cotton Growing Corporation is giving most valuable help in this research. Improved methods of cultivation have also yielded increases in production of Sea Island cotton in the West Indies.

290. *Sisal*.—Sisal production in East Africa continued to expand under the influence of exceptionally high prices. In 1949 it was 159,000 tons, the highest level ever achieved. New planting is being carried out at a rate which will ensure the continuation of production at about its present level. The production of bags from sisal waste in East Africa is being increased. It is hoped eventually to supply most of East Africa's bag requirements from this source.

291. *Other Fibres*.—Test plots of various fibre-producing plants have been laid out in many Colonies and samples of the extracted fibres have been examined by the Colonial Products Advisory Bureau and the British Jute Trade Research Association. Hand decortication of the fibre plants requires much cheap labour, and it is therefore important to develop mechanical methods of decortication. Work on this problem has begun in the United Kingdom and a team of experts visited the United States and Cuba in January, 1950, to examine the methods of mechanical decortication and the production techniques developed in those countries. The dollar cost of this trip was met by the Economic Co-operation Administration. Meanwhile, a mechanical decorticator for Mauritius hemp is being designed in this country with the help of Colonial Development and Welfare money.

292. *Pyrethrum*.—The demand for pyrethrum after the war dropped substantially owing to the popularity of the new synthetic insecticides. The discovery of synergists, which increase the lethal power of pyrethrum, and doubts about the toxicity of the synthetic insecticides have caused a revival in demand, leading to high prices. Production of pyrethrum in East Africa, which dropped after the war to about one-quarter of the war-time peak, has accordingly begun to expand again.

293. *Rubber*.—Rubber production in Malaya dropped in 1949 by some 4 per cent., compared with the previous year (which had been an all-time record), owing primarily to adverse weather conditions, but also to a number of other factors including the low level of prices during the early part of the year, the replanting of some areas with high-yielding strains and the difficulties caused by the bandit menace. The importance of replanting with high-yielding strains to the future economic strength of the industry is fully realised and efforts are being made to encourage it. A commission of inquiry into the rubber industry in North Borneo has reported, suggesting improvements; these are under consideration.

(ii) *Animal Husbandry*

294. Efforts to expand the livestock industry and to improve the quality of animals, hides and skins continued during 1949-50. Increasing attention has been paid to improving the system of marketing livestock, and some progress has been made with the difficult problem of inducing cattle owners to dispose of their surplus stock.

295. A survey in the African territories to ascertain the possibilities of providing meat for the United Kingdom showed that in the near future only pig meat from Kenya and possibly some canned meat from Tanganyika could be exported to this country. In the first place, control of rinderpest (see paragraph 298) has not yet reached the stage where exports of carcass beef to the United Kingdom can be permitted without risk of infection to cattle in this country. Secondly, the general need for more protein in the diet of the African population leaves room for an increasing demand throughout the African territories for meat for local consumption; and it is towards satisfying this primary requirement that attention is now being mainly directed. In the long term, however, there are prospects of carcass beef becoming available for export from East Africa, if rinderpest can eventually be overcome. But it will first be necessary to free tsetse areas for the development of ranching. In Tanganyika various schemes for cattle ranching are being investigated.

296. The scheme for the erection of a freezing plant by the Colonial Development Corporation in the Falkland Islands in order to utilise surplus mutton is now in progress, and it is hoped that the plant will begin to operate in 1951. Considerable quantities of mutton and some beef should then become available for export. The Corporation's project for producing poultry and eggs in the Gambia for export has been proceeding satisfactorily. Over 10,400 acres of bush have been cleared and some 3,000 acres have been planted with coarse grains for feeding purposes. The hatching of laying stock has commenced.

297. The commercial importance of the by-products of the livestock industry, particularly hides and skins, has been well maintained. The value of hides and skins exported from West Africa in 1948 (the last year for which statistics are available) amounted to approximately £3½ million f.o.b., and from East Africa to approximately £2½ million. The expert missions which visited West and East Africa, Aden, and the Somaliland Protectorate in 1948 and 1949 have reported, and their recommendations for improving methods of production are now receiving the attention of Governments.

298. Control of disease has continued to be of major importance. Although, apart from setbacks, some of them serious, widespread immunisation has resulted in the control of rinderpest over large areas, the presence of highly susceptible game, particularly in East Africa, makes it at present impracticable to demarcate "clean" areas in which stock need not be immunised and from which, therefore, carcass beef could be exported to the United Kingdom when a surplus is available. Investigations into the relative values of avianised and lapinised viruses as prophylactics against rinderpest continue in both East and West Africa but, notwithstanding the limitations in its use on cattle of varying susceptibility, attenuated goat virus remains the most popular and, for the present, the most efficient prophylactic as far as ease of production and relatively safe storage and transport are concerned. In the Gold Coast, where the serum-cum-virus method has been used for many years despite its drawbacks and dangers, it has now been found possible to combine goat virus and serum without resultant deaths.

299. In the Gambia lapinised virus tests on a small scale have given good results, but the task of obtaining, breeding and keeping large numbers of rabbits of a type suitable for the preparation of the virus is proving a serious obstacle. Similar obstacles have arisen in the case of avianised virus, the production of which is limited by the difficulty of obtaining a large and steady flow of suitable eggs.

300. An adequate supply of vaccines is being turned out for the commoner diseases such as anthrax, blackquarter, haemorrhagic septicaemia, and also for the commoner fowl diseases. Contagious bovine pleuro-pneumonia still gives rise to anxiety owing to its insidious nature, the difficulty of obtaining early notification and diagnosis, and the fact that the present period of vaccination—three doses spread over a period of three months—is difficult to arrange administratively, especially where nomadic stock forms the bulk of the livestock population. Experiments are being carried out with a view to providing an efficient single dose vaccine. Experiments in the use of anticyde are discussed in Chapter VI, paragraph 679.

(iii) *Forestry*

301. The following table gives the timber exports of the more important individual territories (figures in thousand cubic feet):—

	1948	1949*
Gold Coast	7,080	8,142
Malaya and Singapore	4,396	3,737
Nigeria	4,067	5,558
North Borneo	3,307	3,553
British Honduras	1,428	953
Kenya	1,062	483

* Partly provisional

302. The shortage of trained forestry staff has been the main brake on the reservation of forests for industrial timber. Although recruiting for the senior staff has been fairly satisfactory, there is always a time lag before the new recruit can be considered fully efficient. The shortage has been most felt in West Africa where there are demands for reservation by native authorities and village communities. This development has gained impetus in the past year and is most welcome in the interests of village economy. Mining development has also created a need for mine timber.

303. The year saw the revival of schools for training subordinate staff in the Gold Coast and Uganda. A trained staff of rangers is probably the most urgent need of the Forest Departments of Africa and the Caribbean. A start has been made on the buildings for a forest school in Cyprus and it is hoped that it will open in 1951. Interest in this school has been shown by several of the smaller Colonies, who cannot afford forest schools of their own, and also by several foreign countries bordering the eastern Mediterranean.

304. Progress in silvicultural research has been confined to what the individual Colonies have been able to carry out with their departmental staffs. Investigations on colonial timbers continued at the Forest Products Research Laboratory, Princes Risborough, where a programme of priorities has been arranged. The Forest Research Institute at Kepong, Malaya, is expanding its equipment, and has carried out very useful work for the territories of South-East Asia.

305. Shortages of logging plant and milling equipment are less acute but still hinder the substitution of colonial hardwoods for softwoods from hard currency countries. However, the logging operations of the Colonial Development Corporation in British Guiana were got under way. A concession bought by the Corporation was worked, while preliminary work was begun in the Bartica triangle. The pine forests of British Honduras have been protected and expanded, and up-to-date machinery has been introduced to improve output.

306. In Tanganyika, besides the salvage logging connected with the groundnut operations, an area of Iroko (Muvule) forest in the Rondo plateau in the south-east was opened to extraction by a firm. The planting of softwoods in East Africa continues steadily. Expansion of the programme is dependent on finance and increased supervisory staff. The probable profit and loss prospects of softwood planting were under examination at the close of the year in Kenya by a specialist from England. His conclusions should apply to other parts of East and Central Africa.

307. The Forestry Adviser visited Cyprus on a joint visit with the Agricultural Adviser and attended the conferences on Land Utilisation and Rural Economy held at Jos in Nigeria. He also examined in French North Africa the cultivation of certain Eucalyptus for tanbark and the special soil conservation methods which have been employed there.

(iv) *Fisheries**

308. Colonial Governments are realising more and more that the development of their fisheries, both marine and freshwater, may furnish a valuable additional supply of protein food and many of them have appropriated funds for such development. These funds are being used in some cases for the purchase of powered fishing vessels, with United Kingdom skippers, to engage in experimental fishing and teach the local fishermen improved catching methods. Methods of fish preservation best suited to local conditions are also being investigated.

309. Attention is being given to the development of inland fisheries in rivers and lakes such as those in East and Central Africa. As a result of research at the Fisheries Research Station at Jinja, Uganda, a new fishery has been established in Lake Victoria from which it is hoped to provide fish for the labour force engaged on the Owen Falls hydro-electric scheme.

310. Fish farming is being encouraged, and suitable fry for this purpose have been introduced into the West Indies from Malaya and Africa.

311. A two years' survey of the fisheries of the banks between Seychelles and Mauritius was completed at the end of 1949. The results were encouraging and commercial interests have now taken up large-scale fishing in this area.

312. A South African fishing company has been granted a concession for catching crawfish in Tristan da Cunha. The crawfish is taken to South Africa for canning. The industry has been successfully launched and has brought new hope to the islanders who have hitherto been largely supported by gifts from outside.

* See also Chapter VI, paras. 645-647.

(v) *Mining**

313. The output of minerals increased in the following instances :—

	1948	1949
Gold Coast gold	672,385 fine oz.	676,930 fine oz.
Gold Coast manganese	685,944 tons	739,355 tons
Northern Rhodesia copper	213,615 tons	259,302 tons
Malayan tin (tin in concentrates)	44,815 tons	54,910 tons
Tanganyika diamonds	149,926 metric carats	194,874 metric carats
Kenya kyanite	14,600 tons	23,263 tons
Brunei oil	2,645,412 tons	3,302,879 tons

314. Commercial prospecting has continued in Tanganyika, with some promising results. Prospecting of the copper deposits at Kilembe, Uganda, and of the lead deposits in Nigeria also continued during the year, and it is hoped that decisions will soon be reached about their development. The Anaconda Mining Company continued its drilling for gold in British Guiana.

315. An American company received a licence to explore for mineral oil in British Honduras. The rights in mineral oil in Barbados were vested in the Crown—that is to say, for practical purposes, in the Government of Barbados—and it is hoped that drilling will soon begin to ascertain whether there is oil in the unexplored deeper strata; past drilling in the upper strata has been disappointing. Owing to local difficulties, which it is hoped will be surmounted, it has not yet been possible to begin drilling for oil in Nigeria.

316. The disadvantages under which the gold industry has been working were alleviated during the year by the alteration in the dollar-sterling exchange rate and the consequent increase in the sterling price of gold. The alteration has also benefited other forms of mining (e.g. copper), where the price of the product is based on dollar prices. On the other hand, revaluation has resulted in an increase in the price of certain mining supplies.

317. Further progress was made with measures for working the lead deposits at Mpanda, Tanganyika; a pilot plant for the treatment of the ore was set up during the year.

318. Arrangements for working the extensive bauxite deposits in Jamaica have made further progress. An American company commenced operations at the beginning of 1950 and a Canadian company is hoping to start work there shortly. The American company will ship its ore to the United States. The Canadian company, on the other hand, proposes to set up a factory in Jamaica for the reduction of the ore to alumina, which will then be shipped to the company's aluminium plant in Canada. Aluminium plants require a cheap and plentiful supply of electricity; the sources of power available in Jamaica are inadequate for it to be practicable to establish an aluminium factory there.

319. During the year the sliding scale royalties system was introduced in Tanganyika for gold and other minerals except diamonds and coal.

320. The British South Africa Company have agreed to surrender their mineral rights in Northern Rhodesia to the local Government after a period of 37 years, i.e. in 1986. Meanwhile the Northern Rhodesian Government will receive 20 per cent. of the royalty payments to the company in respect of minerals produced in the territory and this payment to the Government will count as an expense in the assessment of the company's liability to

* See also Chapter VI, paras. 696-700

income tax. The Nigerian Government has purchased for £1 million the rights of the United Africa Company (as successors of the Royal Niger Company) in mineral royalties in the area of the Northern Provinces covered by the agreement between the United Kingdom Government and the Royal Niger Company which had still 50 years to run.

(d) Industrial Development

321. A pointer to expanding industrial development is provided by the fact that during the calendar year 1949 the amounts involved in applications made to the Treasury to raise money in the United Kingdom for enterprises in the Colonies considerably exceeded those for the two previous years.

322. The promotion of industrial development in the Colonies is effected by various means such as local development boards, industrial councils, co-operative organisations, departments of commerce and industry and commercial firms. In addition, encouragement is given to industries by means of legislation: in several of the West Indian Colonies, for example, legislation was recently enacted to afford industrialists income tax relief and exemption from customs duties in respect of materials imported for the construction or extension of factories. It is the endeavour of Colonial Governments so far as possible to ensure that by these and other appropriate measures industrial expansion takes place in harmony with the broad plans for the economic development of their territories. During the last twelve months private interests showed considerable interest in the Colonies as potential fields for investment, and a variety of new projects are either being investigated or were put in hand.

323. Special mention must be made of the development of sources of power, which is a prerequisite to industrial expansion. An agreement was completed between the British and Egyptian Governments in respect of the Uganda hydro-electric scheme at the Owen Falls on the Victoria Nile, and contracts were placed for constructional works. In the Gold Coast a technical survey of the Volta River was undertaken to ascertain the possibilities of developing its resources for irrigation, navigation and hydro-electric power, with special reference to the possibility of large-scale aluminium production. Inter-territorial discussions are under way on technical matters connected with the investigation by the Inter-territorial Hydro-Electric Power Commission, appointed by the Central African Council, into possible hydro-electric projects on the River Kafue in Northern Rhodesia and/or at Kariba Gorge on the Zambezi in Southern Rhodesia. A hydro-electric scheme is contemplated in the Cameron Highlands of Malaya. An investigation is in progress into the potentialities of hydro-electric development in North Borneo, against the possibility of aluminium-production there. In several other Colonies hydro-electric schemes are under consideration. In addition to these large-scale hydro-electric investigations, a number of Colonies took steps to improve their existing supplies of electricity.

324. The expansion of existing, and the development of new, industries in the Colonies occasioned an increased demand for cement, and cement production is being undertaken in several Colonies. In Jamaica, an agreement between the Government and the Caribbean Cement Company was completed and work started on the construction of a cement plant which will turn out 80,000 tons annually. In Northern Rhodesia a factory is being built which is to produce 50,000 tons a year, and it is hoped that production will begin early next year. The Uganda Government purchased machinery for a plant which will provide cement for the Owen Falls scheme

and other local constructional work, and building has started. In the Federation of Malaya a scheme for the production of 100,000 tons per annum is under consideration. Similar schemes are also being investigated in other Colonies.

325. The expansion of secondary industries is provided for in a number of colonial Ten-year Plans. In Nigeria, clay deposits were examined with a view to setting up a pottery industry; and a modern groundnut oil-crushing plant and a leather tannery were started. In the Gold Coast the Industrial Development Corporation are investigating or undertaking schemes for brick, tile and pottery works, oil mills for processing copra and groundnuts, a fish and fruit cannery, a blacksmith business and a salt-making industry. In Kenya, a licence was issued to a private firm to set up a cotton piece-goods factory at Kisumu, and a canning factory has opened at Thika. In Tanganyika, a meat-packing factory was under construction. In Uganda, research continued into the possibility of using the phosphate deposits at Tororo for the large-scale manufacture of fertilisers with power from the Owen Falls, but no firm conclusions were reached: a factory for processing fish has started operation. In Jamaica the construction of a new cotton textiles factory has started, and the building of the largest sugar factory in the Colonial Empire was completed. In Trinidad, considerable extensions were made to the oil-refining plant; a wooden box factory and a glass factory were opened during the year and a brewery is under construction. In the Bahamas, a factory for canning shredded coconut and tomato was opened. In Malaya and Singapore new industrial activities included a glass factory, breweries, and factories for the production of rubber and canvas shoes and of powdered rubber for road-construction. In Hong Kong, large new cotton-spinning mills and weaving factories were opened.

326. The timber industry made considerable progress during the year. Encouragement was given to the milling and processing of timber in the Colonies, with a view to the local manufacture of plywoods and veneers and because it is more economic to ship processed timber than logs. A large plywood factory has achieved considerable production at Sapele in Nigeria; new sawmills, in both European and African ownership, were set up in the Gold Coast; and the operations of the Colonial Development Corporation in British Guiana opened up great possibilities for the timber trade there. It is hoped that the alteration in the sterling-dollar exchange rate will increase timber exports to the dollar areas and that the reversion of hardwoods from Government bulk purchase to private buying will lead to an expansion of exports to the United Kingdom.

(e) Marketing

327. Bulk purchase by United Kingdom Ministries of the United Kingdom's requirements of a number of colonial products has continued but some important items were dropped from the list during the period under review. Tin reverted to private trading on the 15th November, 1949; timber reverted on the 16th January, 1950; most of the hides formerly purchased for Government account reverted on the 1st January, 1950, and the remainder (from East Africa) on the 1st May, 1950. Sago flour reverted on the 10th February, and oranges and grapefruit on the 7th May, 1950. Important colonial export products still purchased by United Kingdom Ministries are bananas, cocoa, coffee, copper, sugar, tea, vegetable oils and oilseeds.

328. During the year considerable changes were introduced into the procedure under which private imports are made into the United Kingdom. The import of a large number of items which had previously been restricted, or even prohibited entirely, was permitted on Open General Licence from soft currency sources, but the colonial items affected by these changes are on the whole of secondary importance.

329. Mention should be made of the following developments in marketing arrangements for the more important export commodities :

330. *Cocoa*.—Prices fixed by the Cocoa Marketing Boards in West Africa to be paid to producers during the 1949-50 season were, in sympathy with world market prices when the decisions were taken, lower than in the preceding season. In the Gold Coast the price was fixed at 45s. per load of 60 lbs. (£84 per ton). In Nigeria the price (Grade I) was fixed at £100 per ton, which figure had been guaranteed to producers a year before as a minimum price for the 1949-50 and 1950-51 seasons ; the length of this guarantee was not extended. The Gold Coast Cocoa Marketing Board made an allocation of £1 million from its reserve funds to the University College of the Gold Coast for the establishment of a faculty of agriculture.

331. *Coffee*.—The Ministry of Food have a number of contracts with East African coffee producers which run for five seasons from 1947-48 and under which they purchase some 25,000 tons of coffee a year. They have contracts for smaller quantities from Jamaica, Sierra Leone and the Gold Coast. Since the contracts were negotiated, world coffee prices have risen considerably. During 1949 a severe world shortage of coffee became increasingly apparent and world prices rose to levels which made the contract prices unrealistic and so threatened to affect colonial production adversely. Also certain of the Ministry's contracts with the East African producers contained a clause prohibiting the Ministry from re-exporting its purchases. Early in 1950, therefore, a delegation representing East African producers visited the United Kingdom and negotiated a revision of the contracts by which the prices payable under the contracts for purchases from the 1949-50 crops were approximately doubled. Prices for the remaining two crops covered by the contracts are to be determined in relation to world prices between the new 1949-50 prices and new floor prices. The contracts with other colonial suppliers were subsequently revised on similar terms. The provision preventing re-export was deleted from those contracts in which it occurred, so enabling the Ministry to re-sell its contractual purchases in hard currency markets.

332. *Oilseeds*.—Arrangements were completed for the establishment of Marketing Boards for oilseeds in West Africa. There are differences in their constitutions, their scope and their modes of procedure, but their main responsibilities are to market exportable surpluses on the most favourable possible terms, and to promote development for the benefit of the areas of production. Funds accumulated by the West African Produce Control Board from past sales form the nucleus of their reserves, and it is clear that further allocations to reserves will be possible as the result of the first year's trading.

333. The Regional Production Development Boards associated with the Marketing Boards in Nigeria have also begun to function. They have planned to undertake a wide range of activities including the fertiliser trials referred to in paragraph 259, trial cultivation of rice with the aid of mechanical equipment, sinking experimental deep bore-wells, erecting palm oil mills, laying out a small oil palm plantation and participating in research into the pests of stored products.

334. Contracts have been made by which the exportable surpluses of most of the produce dealt with by the Boards in the years 1950 to 1952 will be sold to His Majesty's Government. Negotiations to fix the prices for the first year were completed in October, 1949, and the prices agreed showed a slight reduction on the previous year's prices, but were above the minimum price provided for in the contracts, with one exception in which the minimum price was paid.

335. *Coconut Products.*—Under the terms of the contracts entered into with the Ministry of Food in 1948 by Fiji and the Western Pacific territories for nine years, and by Zanzibar and the Seychelles for three years, negotiations have taken place to fix the price to be paid for the copra (or oil) to be exported during 1950. Agreement has been reached with Fiji and the Western Pacific territories, but negotiations with Zanzibar have not yet been concluded; the contract with the Seychelles has been allowed to lapse as the divergence of views between the Ministry and the producers was too wide to permit any agreement. However, the whole quantity of copra which is likely to be available for export from the Seychelles in 1950 has already been disposed of at satisfactory prices.

336. *Sugar.*—Colonial sugar producers, particularly in the West Indies, urged His Majesty's Government to extend beyond 1952 the United Kingdom's guarantee to find a market for their total sugar exports and to assure them of reasonable remuneration by settling a formula for negotiating prices which should be independent of the free world price of sugar. Delegations representing the British West Indies Sugar Association and the Government of Jamaica visited the United Kingdom in the summer of 1949 to put these points to His Majesty's Government. They emphasised, *inter alia*, how important it was that the West Indies sugar industry should not again fall into the depressed condition of the pre-war years. When the discussions ended, His Majesty's Government issued on the 10th August a statement in which they undertook to enter into negotiations that autumn with the West Indian and other Commonwealth sugar producers with a view to making a long-term agreement.

337. These latter negotiations, which involved representatives from Australia and South Africa as well as from the four colonial producing areas—the West Indies, Mauritius, Fiji and East Africa—opened in London in November and continued until January. While their primary purpose was to provide for Commonwealth producers a secure market for their sugar and for the United Kingdom larger supplies from soft currency sources, it was also necessary to ensure that any understanding reached within the Commonwealth left room for the home-grown sugar beet industry and did not bar the way to the conclusion in due course of a new International Sugar Agreement on terms beneficial to Commonwealth producers and to consumers alike. This meant that some portion of the United Kingdom market must be left open for supply from outside the Commonwealth. It followed that whatever contractual arrangements were offered by the United Kingdom, Commonwealth producers must, for the present, agree not to plan to export more sugar than the balance of the United Kingdom's import requirements plus the import requirements of Canada, the only other preferential market open to them.

338. Exports of Commonwealth sugar in the years 1935-38 averaged 1,465,000 tons, all of which was sold to the United Kingdom or Canada at current world prices plus preference. The United Kingdom during these years imported on the average 760,000 tons of foreign sugar for domestic

consumption (plus some 365,000 tons required for re-export). The arrangements offered to the Commonwealth which were published by the Ministry of Food on the 16th January, 1950, covered a period of eight years from 1950 to 1957 inclusive, of which the first three years were already covered by the Government's existing undertaking to find a market for all Commonwealth sugar exports. The Commonwealth countries concerned were to plan for the present for aggregate exports which would not exceed 2,350,000 tons a year. Assuming they reach this figure, their exports will have increased by 885,000 tons or 60 per cent. as compared with the years 1935-38, while the United Kingdom's dependence on foreign sugar for home consumption will have been reduced by 510,000 tons or about 66 per cent. as compared with the same period.

339. Within the aggregate figure of 2,350,000 tons, ceilings for the various colonial producing areas were proposed as follows (the figures in brackets represent their average exports for the years 1935-38):

- West Indies 900,000 tons (550,000 tons)
- Mauritius 470,000 tons (270,000 tons)
- Fiji 170,000 tons (125,000 tons)
- East Africa 10,000 tons (15,000 tons).

This makes a colonial total of 1,550,000 tons (960,000 tons). Out of the total exports from the Commonwealth His Majesty's Government undertook, in the period 1953-57 inclusive, to buy 1,550,000 tons a year at prices to be negotiated annually on a basis which was to give producers reasonable remuneration. The amount to be so purchased from the Colonies was to be 1,100,000 tons, of which 640,000 tons would be purchased from the West Indies, 335,000 tons from Mauritius, 120,000 tons from Fiji, and 5,000 tons from East Africa. Over and above the amount which would be sold to the United Kingdom in this way, there would be 800,000 tons of Commonwealth sugar for export, of which 450,000 tons would come from the Colonies and 350,000 tons from the Dominions. This Commonwealth balance could reasonably be expected to find a market either in the United Kingdom or in Canada at current market prices plus preference.

340. These arrangements, which had the effect of securing to Commonwealth producers (including farmers in this country producing sugar beet) approximately 90 per cent. of the United Kingdom market, were acceptable to the producers in Mauritius, Fiji and East Africa and in Australia and South Africa.

341. The West Indian producers, however, felt that His Majesty's Government's offer did not give them sufficient assistance in view of the degree to which the economies of their territories were dependent upon sugar production. In February, 1950, a conference of members of West Indian legislatures, sugar producers and representatives of labour in the sugar industry was held in Grenada. This conference asked His Majesty's Government to receive a delegation which would press for an increase from 640,000 to 725,000 tons in the amount of sugar to be purchased from the West Indies at negotiated prices; this was, in effect, a request that His Majesty's Government should raise the quantity purchased at the negotiated price to the full quantity which they would be buying from the West Indies. The various resolutions of the conference were carefully considered by His Majesty's Government, but on the 3rd April the Ministry of Food announced that His Majesty's Government could not revise their offer as the conference asked; nevertheless they would be willing to receive a delegation. At the same time it was stated that His

Majesty's Government were anxious to see a sugar exporting industry established in British Honduras, as recommended by the Evans Commission, both in the interests of the people of that Colony and also in the hope of providing an outlet for surplus population from elsewhere in the British West Indies. They were therefore agreeable to increasing the total figure of exports which Commonwealth producers should not exceed from 2,350,000 to 2,375,000 tons, so that British Honduras might be permitted to export 25,000 tons of sugar a year. Of this quantity His Majesty's Government were prepared to buy 18,000 tons a year at the negotiated prices.

342. When the period under review closed the West Indies had not finally decided whether to pursue the matter by sending a delegation to the United Kingdom.

343. *Cotton*.—In view of the importance of colonial cotton as a dollar saver and the increasing dollar difficulties of the sterling area, colonial producers all agreed during 1949 that their cotton should be sold either to the Raw Cotton Commission or to other members of the sterling area. The Uganda Lint Cotton Marketing Board, set up during the year to purchase cotton at fixed prices from Uganda ginneries, sold the whole of the 1949 crop to the Raw Cotton Commission and the Indian Government in a bulk sale at prices corresponding to world prices of similar staple cotton. The substantial profits made from this sale are being paid into a Cotton Price Assistance Fund which should reach £12,000,000 by the end of the season. The Nigeria Cotton Marketing Board and the Nyasaland Government have each entered into contracts with the Raw Cotton Commission to sell the whole of their exportable surplus at prices to be agreed annually for several years ahead.

344. *Hardwoods*.—Restrictions on the consumption of hardwoods in the United Kingdom have been progressively withdrawn until on the 16th January, 1950, the Government purchase of hardwoods ended and importation on private account was again permitted. As a result the demand for colonial hardwoods in the United Kingdom has continued at a high level and much interest has been shown in the many new colonial hardwoods which have been placed on the market recently. The United States' demand for colonial hardwoods, on the other hand, declined substantially in the early months of the year, owing partly to the export of unsatisfactory qualities. Steps have been taken to improve the quality of exports from colonial territories to the United States and the demand there was reviving again towards the end of the year. Total sales to the United States during the year amounted to \$4 million.

345. *Loofahs*.—Arrangements were made towards the end of 1949 to licence freely the importation into the United Kingdom of loofahs from colonial sources. Since there is a substantial unsatisfied demand for loofahs as toilet accessories, insoles and industrial filters, it is hoped that colonial territories will be able to build up a useful secondary industry in this commodity.

346. *Rubber*.—The colonial territories were strongly represented at the meeting of the Rubber Study Group, held in London in April, 1949. The meeting did not foresee any major discrepancy between the supply and demand of rubber during the next year. In spite of the relatively strong statistical position of natural rubber, however, there was a serious decline in the price during the first seven months of 1949 and this, combined with a shift in American purchases to other sources of natural rubber, led to a drop of about 30 per cent. in the dollar earnings of Malayan rubber. In view of the serious consequence of a continuation of an unremunerative price for natural rubber on the economy of South-East Asia and the importance to the sterling area of Malayan dollar earnings from rubber, great attention was paid to

methods of arresting this decline. In the event, the change in the sterling/dollar exchange rate in September was followed, not only by an increase in the sterling price of rubber, but also by an improvement in the dollar price, partly due to the elimination of many cheap sterling transactions. By the beginning of 1950 the sterling price of natural rubber had risen to over 1s. 3d. per lb., the highest price for twenty years, excluding the period during and immediately after the war. Since then the price has continued to rise. This has removed the fear of a serious decline in the standard of living in Malaya and other rubber-producing Colonies, and has encouraged rubber estates to proceed with replanting and other technical improvements.

347. In order to increase the demand for natural rubber, a five-year programme of research and development, costing £3,000,000, has been agreed for the Rubber Research Institute of Malaya, the British Rubber Producers' Research Association and the British Rubber Development Board. The money is to be provided by means of a cess on the exports of rubber from Malaya and the Malayan Government has agreed that, if the proceeds of the cess are not adequate to cover the total cost of the scheme, it will meet any deficit in excess of \$2,000,000 (Straits dollars). In addition a special levy is being raised in Malaya to finance measures by the British Rubber Development Board to promote the consumption of natural rubber in the United States. A bill to control the packing and exporting of rubber in order to improve the quality of exports has been passed by the Federal Government of Malaya and the Singapore Government. A technical conference was held in Kuala Lumpur to consider ways of improving the marketing and sale of rubber by intrinsic measurable physical properties. Work on the development of simple testing devices and on the means of securing uniformity of production from individual estates is to continue.

348. *Sisal*.—Sisal, which is an important dollar earner, has been sold in substantial quantities to the United States during the year, including a sale by the Kenya Sisal Board to the Bureau of Federal Supply for the United States stockpile. Demand for sisal has exceeded supply and prices in January, 1950, reached £125 per ton, which is eight times the pre-war price. A substantial export duty on sisal was imposed by the Tanganyika Government during the year.

349. *Tin*.—The Ministry of Supply ceased to be the sole buyers of British colonial tin production and the London and Singapore Metal Exchanges were re-opened for dealings in tin on the 15th and 16th November respectively.

350. At its Fifth Meeting in Paris in March, 1950, the International Tin Study Group estimated that there would be an excess of world production of tin over world consumption amounting to 45,000 tons in 1950, 55,000 in 1951 and 59,000 in 1952. It appeared very likely that for some time (although the Group could not indicate for how long ahead) substantial tonnages of tin would be absorbed by the United States for strategic stockpiling purposes, over and above the demand for commercial purposes.

351. The Group also considered a Draft International Tin Agreement drawn up by a working party in November, 1949, the objective of which was to attain a degree of equilibrium between supply and demand in general harmony with the principles of the Havana Charter. The Group amended and modified this Draft Agreement in many respects as regards its general provisions as well as its detailed provisions for the control of exports and a buffer stock.

352. By a majority the Group adopted a resolution requesting the Secretary General of the United Nations to convene, in accordance with the provisions of the Havana Charter, a United Nations conference at an early date to which all members of the United Nations would be invited in order to discuss a commodity control agreement for tin.

(f) **Co-operation**

353. There are 20 territories in which Co-operative Departments are now functioning under Registrars of Co-operative Societies and interest in the co-operative idea is now widespread. The role of the Co-operative Departments is to help prospective members to form societies and to supervise them when formed. In most territories departments were set up after the war, and it is inevitable that societies have to rely for guidance in very large measure on the registrar and his staff. In territories where societies have been operating for some time a number of them require little supervision, though the duty of the annual audit of accounts remains with the registrar.

354. Cocoa marketing continued to be the main activity in Nigeria and the Gold Coast, and the proportion of cocoa marketed through societies showed a considerable increase. Mr. F. Lambert, of the Co-operative Wholesale Society, and Mr. G. Shearer, of the Scottish Co-operative Wholesale Society, visited West Africa at the request of the West African Governments to examine the consumer movement there and to make recommendations for its development. Their reports are now being studied by the Governments.

355. In East and Central Africa, with the exception of the Kilimanjaro Native Co-operative Union in Tanganyika, co-operative societies are still at the embryo stage, and the training of departmental officers and the nursing of newly-formed societies are the main cares of the registrars.

356. In Jamaica a Co-operative Ordinance, on the lines of the Colonial Office model ordinance, was enacted, and preliminary steps were taken to start a department. A similar ordinance was enacted in Dominica.

357. The Registrar of Co-operative Societies in Trinidad was sent on a study tour in Canada, the United Kingdom and Cyprus before starting the reorganisation of societies. In British Guiana 80 societies of various types were registered after one year's preliminary work by the registrar and his staff. In Cyprus and Mauritius, where co-operative societies have been operating since before the war, expansion continued. In Mauritius the newly-established Co-operative Central Bank made a good start with short-term credit to societies with sugar-cane growers as members. In Cyprus special attention was paid to co-operative farming societies which are still in the experimental stage. Agricultural machinery societies, and the hire by credit societies of tractors and other machinery, are helping to develop mechanical cultivation and harvesting. The consumer movement made good progress. In Malaya and Singapore the reconstruction was completed of those societies whose operations had been suspended during the war and attention was given to the organisation of seasonal credit for rice growers. The establishment of central banks or banking unions for rural societies is under consideration. A start was made with co-operative housing societies in Kuala Lumpur and in Singapore.

358. In Sarawak departmental officers drawn from the Malay, Sea Dyak, Land Dyak and Chinese communities were trained and two are being sent to Ceylon for further training. A co-operative farming society was registered among Sea Dyaks, and a new village for some of the Chinese fishing community in Kuching was in process of organisation on co-operative lines.

359. In Fiji the co-operative idea has spread rapidly among Fijians, especially for marketing. Societies with more than one purpose, which for that reason require much supervision by the Department, are favoured. In the Gilbert and Ellice Islands the Government Trade Scheme is being converted into a Co-operative Wholesale Society, and the island societies are to be organised on a dual purpose basis for the collection and export of copra and for the importation and distribution of consumer goods.

360. In London the Advisory Committee on Co-operation in the Colonies continued to review the annual reports of Registrars of Co-operative Societies and other matters affecting co-operation in the Colonies.

361. The Secretary of State's Adviser on Co-operation visited territories in the West Indies in the early part of the year and later visited Malaya, Singapore, Sarawak, North Borneo and Hong Kong. He also led the United Kingdom delegation to the F.A.O. technical meeting on co-operatives held at Lucknow in October, 1949.

362. The third annual course at the Co-operative College, Stanford Hall, for members of the staff of Co-operative Departments in the Colonies was attended by officers from Cyprus, the Gold Coast, Nigeria and Tanganyika. The Kilimanjaro Native Co-operative Union sent two of their staff, and one officer from Jamaica attended with a scholarship from the Co-operative Union in the United Kingdom, supplemented by a grant from the British Council.

363. A Summer School was organised in collaboration with the Agricultural Economic Research Institute and the Agricultural Co-operative Association at Oxford in July. It was attended by 15 officers from Co-operative Departments in Cyprus, Nigeria, the Gold Coast, Nyasaland, Northern Rhodesia, Malaya, Trinidad, the Gilbert and Ellice Islands, Fiji and Hong Kong. Certain suggestions were submitted for consideration by Colonial Governments.

(g) Supplies to the Colonies

364. The year under review witnessed a marked improvement in supplies of the main classes of goods which the colonial territories require to import.

365. In the second half of 1949, there was a satisfactory increase in United Kingdom exports of iron and steel to the Colonies, compared with exports in the first half-year and in the previous year. In the early months of 1950 it was possible still further to increase the supplies available and it is expected that all colonial requirements of most types of iron and steel will be fully met in 1950. There is still difficulty, however, in obtaining sufficient supplies of sheet steel and piping.

366. The following table illustrates the increase in exports of iron and steel and manufactures thereof from the United Kingdom to the Colonies between 1947 and 1949.

	1947	1948	1949
		(000 tons)	
West Africa	47·1	48·6	88·3
East Africa	45·2	71·2	88·1
Northern Rhodesia	8·3	12·3	21·3
Singapore and Malaya	40·6	36·9	61·1
Hong Kong	21·9	35·1	36·5
West Indies	33·4	41·9	63·2

367. Supplies of machinery and heavy equipment were also easier, although delivery periods were in some instances very long. Deliveries of jute bags and packing material from India continued to be inadequate. Supplies of cement were generally not restricted except by difficulties over port clearance in certain Colonies. The United Kingdom was the chief supplier, exports during 1947-1949 being as follows:—

	1947	1948 (000 tons)	1949
West African Colonies	139	190	294
East Africa	57	99	145
Singapore and Malaya	66	94	110
West Indies	86	110	118
	348	493	667

368. The improvement continued in supplies of textiles, and colonial imports of cotton and rayon piece-goods in 1949 greatly exceeded imports in any previous year.

Colonial imports of cotton piece-goods (000 square yards)			
1937	1947	1948	1949
766,000	687,000	766,000	900,000 (estimate)

The United Kingdom supplied about 30 per cent. of the cotton piece-goods imported into the Colonies in 1949, although this included foreign cloth finished and processed in the United Kingdom. Other important sources of cotton piece-goods were Germany, India, Japan and the soft currency European countries.

369. Imports of some goods into the Colonies, such as those foodstuffs which continue scarce throughout the sterling area, continued to be controlled in accordance with annual programmes of essential requirements. At the end of 1949 the international allocation of rice supplies by the International Emergency Food Committee ceased, and at the same time the Ministry of Food gave up the bulk purchase of rice from Burma and Siam on behalf of a number of colonial territories. Negotiations took place in the early part of 1950 with the Government of Siam about agreed quantities of rice to be purchased direct by the Governments of certain territories.

370. The colonial territories, in common with the rest of the Commonwealth, continued to restrict their imports from hard currency sources. For this purpose, annual programmes of requirements were drawn up and furnished to His Majesty's Government for advice and guidance on the availability of supplies from various sources to meet requirements.

371. Although imports into the colonial territories remained subject to import licensing, this is for the purpose of controlling imports from the hard currency countries, and most imports not only from the United Kingdom and sterling Commonwealth countries, but from many foreign countries with which there are no balance of payments problems, could be readily licensed. The Colonial Governments were fully consulted about negotiations with foreign countries on trade and payments matters, and a member of the Colonial Office attended such negotiations with the Western German authorities and with SCAP, in view of the considerable trade between the Colonies and Germany and Japan.

372. The devaluation of the £ sterling in September, 1949, brought about an immediate increase in the local cost of the goods imported from hard currency countries, and caused serious problems, especially in those colonial territories which rely to a considerable extent upon imports of wheat and flour. Fears were expressed that devaluation would also lead to an increase in the price of imports from within the sterling area itself. Some of the consequences in the Colonies of devaluation are discussed more fully elsewhere in this report.

373. A conference of Supply Officers from the Colonies was held in London in June, 1949, to enable colonial officers concerned with supply and import control questions to discuss these matters with each other, with officials of United Kingdom Departments, and with certain trade associations. This was the first conference of its kind, and it afforded a valuable opportunity for the consideration of many current problems of trade, and foreign exchange control, in the Colonies.

374. The arrangements mentioned last year for closer liaison between the Supplies Department of the Colonial Office and the Crown Agents for the Colonies continued in operation, and where necessary joint action was taken to get improved delivery of important items of equipment required by Colonial Governments.

(h) **Communications**

(i) *Shipping*

375. There has been a gradual return towards pre-war standards in the passenger shipping services between the United Kingdom and the Colonies, though there are still seasonal difficulties on certain routes. Passenger liners released from Government service have helped to improve services to the Far East and to East Africa, and new tonnage is under construction or being fitted out for the East and West African and Far Eastern sea routes. The seasonal congestion experienced on the East African and West Indian routes in recent years is becoming less acute.

376. Commercial sailings to and from the West Indies were supplemented by two special sailings arranged with the co-operation of the Ministry of Transport. The new Elders and Fyffes' vessel, *Golfito*, with accommodation for 99 passengers, started in December, 1949, on the United Kingdom, Barbados and Trinidad run. Facilities for travel between the Eastern Caribbean Colonies and North America were augmented in the autumn of 1949 by a new three-weekly service from New York to Trinidad operated by the Furness Withy line.

377. Cargo services have been maintained at a level fully adequate for the demands of most areas.

378. The general trend of freight rates has been easier, but as a result of devaluation, dollar freights and the dollar element in operating charges and overheads have added substantially to many shipping costs. This was reflected, for example, in the increase by the Conference Lines of freights to the Eastern Caribbean by 10 per cent. from the 1st February, 1950.

379. The port situation in East Africa during 1949-50 was somewhat chequered. The volume of traffic at all ports was if anything heavier than before, and during the first half of 1949 both Mombasa and Dar-es-Salaam, though without a great deal of the port equipment and rolling stock ordered to bring them up to a reasonable state of efficiency, achieved satisfactory results. The position deteriorated later in the year, owing to unusually large shipments of cement; but the scaling down of certain other cargo shipments from overseas eased the problem and there is little doubt that the delivery

of the rolling stock now awaited will enable the authorities to cope with abnormal peaks of this nature with greater flexibility. At Dar-es-Salaam, the marked improvement noted in the port after the reorganisation early in 1949 continued until late in the year. The abnormal drought then began to have a serious effect because of the need to transport famine relief and water. This situation was made much worse in February, 1950, when the casual labour at the port, never very satisfactory, went on strike, leaving the port to be worked with a meagre force of voluntary labour. The two new deep-water berths now under construction will make for swifter and more reliable working when they come into use in 1951-52.

380. Mtwara, the "groundnuts" port in the Southern Province of Tanganyika, after some delay in the early months of 1949, is slowly beginning to take shape. It should be in use in 1951 when it will complete the new transport system created to serve the main development area of the Groundnuts Scheme at Nachingwea. On completion, the port is to be operated by the East African Railways and Harbours Administration, who are now supervising the construction.

381. Further serious congestion recurred in the port of Beira towards the end of 1949, and in view of the expanding activities in the Central African territories it is unlikely that permanent relief can be obtained until the port facilities at Beira are expanded or other outlets provided. Negotiations with the Portuguese authorities are proceeding.

382. Major works of improvement are in hand at several West African ports. At Freetown (Sierra Leone) a deep-water quay is under construction; at Takoradi (Gold Coast) work has begun on the extension of the main wharf, the construction of timber wharves and improved timber storage and provision of new sidings and dumps; and a large contract has been let for major port improvements at Apapa, Lagos (Nigeria). A small wharf is also to be constructed at Bathurst (Gambia).

383. Disturbed conditions in China have at times produced congestion in the harbour and in warehouses at Hong Kong, but in general the flow of sea-going traffic between the Colony and China has continued despite various adverse factors.

(ii) *Civil Aviation*

384. *Air Services*.—The majority of the Colonies are linked with the United Kingdom, either directly or indirectly, by trunk air services operated by one or other of the United Kingdom Corporations.

385. Local and regional air services are as far as possible integrated with the trunk services. Endeavours are also made to ensure that where possible any local organisation established to operate local air services in a particular Colony or group of Colonies is linked in some way with one of the United Kingdom Corporations, or can look to one of those Corporations for technical advice or assistance.

386. In the Bahamas, a local company, which is wholly owned by the British Overseas Airways Corporation (B.O.A.C.) but which has a local board of directors, operates services between Nassau and Miami and inter-island services within the Colony. Arrangements are also in train for Nassau Aviation Limited, which has recently been acquired by the Butlin interests, to operate between Grand Bahama and Palm Beach in connection with the Butlin holiday camp at the former place and in the vicinity of which an airfield has been constructed.

387. In the Caribbean area, British West Indian Airways (B.W.I.A.), which is wholly owned by B.O.A.C. but which has a local board of directors, operates at varying frequencies with Vikings and Lodestars between all the Colonies, including British Guiana and British Honduras, at which landing facilities are available. The company is also exploring the possibility of using amphibian aircraft and hopes shortly to establish services to certain of the smaller islands at which there are no airfields. British Caribbean Airways, which operated services between Kingston, Jamaica, and Miami, has been purchased by B.O.A.C. American, Dutch and Canadian air services also operate at varying frequencies to Jamaica and Trinidad and some of them also to Barbados and British Guiana. British Guiana is linked with the Caribbean by the services operated by B.W.I.A., but within British Guiana itself a number of local air services are operated by British Guiana Airways, a company in which the Colonial Government has a controlling interest, and which has a virtual monopoly of local air services in the Colony. Negotiations are in progress for the establishment of a service between British Guiana and Boa Vista in Brazil.

388. Another local company, Caribbean International Airways, which is registered in the Bahamas, operates local air services with Catalinas between Jamaica and the Cayman Islands and between the latter and Tampa in Florida.

389. There are no regular local air services in the Falkland Islands but the Government has purchased two small Auster aircraft to be used for inter-island communications and as required for ambulance work.

390. From Gibraltar local air services to Tangier are operated daily by Gibraltar Airways, a company in which the British European Airways Corporation (B.E.A.C.) hold a controlling interest whilst the remainder of the shares are held by local shipping interests.

391. In Malta there are two local companies, Malta Airways Limited, in which B.E.A.C. hold a minority interest, the remainder of the shares being held by private interests in Malta, and Air Malta Limited, which is a subsidiary of British Aviation Services, Limited. The service between the United Kingdom and Malta is operated with Vikings by B.E.A.C. in association with Malta Airways, Limited, while Air Malta Limited, which now has a fleet of Dove aircraft, operates a number of local services between Malta and neighbouring territories, including services to Cairo.

392. Cyprus Airways, a local company in which both the Cyprus Government and B.E.A.C. hold minority interests, operate a number of local services between Cyprus and neighbouring territories, including services to Athens, Cairo, Lydda and Istanbul, and is now planning to operate also to the Persian Gulf and the Sudan. A number of foreign territories operate reciprocal services to Cyprus.

393. In West Africa the four Colonial Governments have established a Government owned corporation, West African Airways Corporation (W.A.A.C.), which is responsible for the operation of local air services in and between the West African Colonies. B.O.A.C. act as technical advisers to W.A.A.C. and many of the staff of the latter have been seconded from B.O.A.C. Arrangements have recently been made for W.A.A.C. to operate a service between Lagos and Khartoum with Bristol Wayfarer aircraft carrying both first and second class passengers.

394. A similar corporation, East African Airways, is responsible for the operation of local air services in and between Kenya, Uganda, Tanganyika and Zanzibar, while local air services in Northern Rhodesia and Nyasaland are operated by another similar corporation, Central African Airways, which

is jointly owned by the Governments of Southern Rhodesia, Northern Rhodesia and Nyasaland. East African Airways also operates a weekly service on the coastal route between Mombasa and Durban and another service into the Belgian Congo, while Central African Airways operates thrice weekly between Salisbury and Nairobi and other services to Johannesburg, Elizabethville and Beira. There are also a number of charter services operating in both East and Central Africa.

395. Apart from services to Cairo and Nairobi, Aden Airways also operates local services to Addis Ababa, Hargeisa, Jibuti and Mogadishu, while Ethiopian Airways operates through Aden to India from Addis Ababa. Arrangements are in train for Aden Airways also to operate to Damascus.

396. Malayan Airways, a local company mainly owned by shipping interests but in which B.O.A.C. have a small shareholding, operate a network of local air services in Malaya, which has proved of great value in the recent disturbed conditions in that area, and between Singapore and neighbouring territories, including twice-weekly services to Sarawak and North Borneo. The Australian services to Hong Kong and Japan are routed via Labuan in North Borneo.

397. There are two local air companies in Hong Kong, Hong Kong Airways which was formerly wholly owned by B.O.A.C. but which is now owned by Jardine, Matheson and Company, and Cathay Pacific Airways which is controlled by Butterfield and Swire but in which Australian National Airways hold a minority interest. It has been mutually agreed that the sphere of interest of Hong Kong Airways should be China and other territories to the north of Hong Kong, while that of Cathay Pacific Airways covers the territories south of Hong Kong. Both companies operate to Manila and Cathay Pacific Airways operate services to Indo-China, Siam, Singapore and Borneo. The activities of Hong Kong Airways have, however, been restricted by recent events in China.

398. The only local air services at present operating in Fiji and the Western Pacific are those maintained by Australian and New Zealand companies. The Government of Fiji, however, is investigating the possibility of purchasing some seaplanes or amphibian aircraft with a view to operating a local inter-island air service in Fiji.

399. *Ground services.*—During the latter part of 1949 a representative of International Aeradio Limited visited the Caribbean area and submitted proposals to the Colonial Governments concerned for the company to operate and maintain the aeradio telecommunications and radio aids to navigation, recovering the charges on a non-profit making basis from the airlines making use of them. The Governments were generally sympathetic to the proposals and the Government of Barbados have already entered into an agreement with the company. Negotiations are proceeding between the company and other Colonial Governments in the area.

400. As the result of a detailed and exhaustive examination of the runway at Palisadoes Airport in Jamaica, it has been decided that the main runway should be strengthened, so that aircraft with an all-up weight of 100,000 lb. may safely use the airport at all times. The estimated cost is £160,000, and it is expected that construction will commence early in 1951. Vernam Field will be used for civil aircraft while reconstruction of the runway, which will take several months, is in progress. Construction of a new runway at Seawell Airport, in Barbados, at an estimated cost of £252,500, was approved in January, 1950, and it is hoped that the work will be completed by the middle of the year.

401. During 1949 the United States authorities withdrew from their bases at Atkinson Field (British Guiana), Coolidge Field (Antigua), Beane Field (St. Lucia), Vernam Field (Jamaica) and Waller Field (Trinidad). The Governments of British Guiana and the Leeward Islands are now operating Atkinson Field and Coolidge Field, respectively, for civil aviation purposes. In the case of the other three airfields, since the Colonies concerned already have adequate airfield facilities they have not taken over the United States airfields, although Vernam Field and Waller Field will continue to be available for use in bad weather. In the case of Beane Field, arrangements have been made for Pan American Airways to continue to use the airfield with their own equipment and on their own responsibility.

402. In Northern Rhodesia, work on the Livingstone Airport was held up owing to engineering difficulties. These have now been overcome and it is hoped that the airport will be open for full operational use in August, 1950.

403. During the year, the decision was taken to construct a new airport at Hong Kong to replace the present inadequate airport at Kai Tak, and early in 1950 detailed survey work was begun on the site. During the year, also, the rehabilitation of the airfields at Kuching in Sarawak, and Labuan, Jesselton and Sandakan in North Borneo was completed and the inauguration of the Malayan Airways service mentioned above, was made possible. Consideration is now being given to the possibility of the improvement of Kallang Airport at Singapore with a view to its development as a major international airport. If this is not possible, it will be necessary to construct a new runway at Tengah.

404. There was also some progress in the implementation of the decision, taken shortly after the war, that the civil authorities and the Royal Air Force should jointly manage and use certain colonial airfields where this would be in the interests of both. A technical mission from the Ministry of Civil Aviation and the Air Ministry visited Malta in early 1949 to work out for the first time the detailed practical application of this policy, and a plan for the full integration of services and responsibilities on the airfield in Malta was drawn up. The Royal Air Force authorities in Aden also agreed to allow Khormaksar Airfield, another "joint-user" station, to be opened to civil aircraft in advance of the detailed implementation of the "joint-user" policy locally, in order to allow the larger civil aircraft the necessary facilities for operation through Aden.

405. A representative of the Ministry of Civil Aviation visited Fiji early in 1950 to advise on the possibility of establishing local air services and the need for a separate Department of Civil Aviation.

406. The Colonial Air Navigation Order, 1949, which came into force on the 1st January, 1950, gave effect to a number of recently approved Annexes to the Chicago Convention. In particular, fresh arrangements were specified for the certification and operation of aircraft, and the issue of personnel licences. The increasing complexity of civil aviation operations has made it advisable to seek, wherever possible, a close liaison between the United Kingdom Air Registration Board and the engineering branches of the Colonial Directorates of Civil Aviation.

407. The staffing position of the meteorological services has improved, but difficulties of organisation and finance have delayed the development of the services in some areas.

(iii) *Inland Communications*

408. *Roads*.—There is a considerable programme of road development under way in East Africa. A further stage in the development of the Great North Road was completed on the 8th September, 1949, when the Kafue Bridge was opened. Previously traffic had to cross the river by a temporary pontoon bridge or by ferry. The three-span bridge which is 420 feet long, was previously in use as a war-time emergency bridge over the Thames at Westminster; it was presented to Northern Rhodesia as a gift from the Beit Trustees.

409. Considerable road development is also projected for Northern Rhodesia. In Nyasaland it is proposed to link this territory with the Great North Road in Northern Rhodesia and road developments will be designed to develop the north-western area. Similarly in the West African Colonies large programmes of road expansion are being undertaken, and road transport is being encouraged to take as much burden off the railways as possible without causing uneconomic competition. In Sierra Leone the road programme is the most important prerequisite for the expansion of export crops, particularly palm produce.

410. *Water Transport*.—In East Africa the possibility of making greater use of the Tana (Kenya) and Katonga (Uganda) rivers is being investigated. In Northern Rhodesia an examination is being made into conditions on Lake Bangweulu in order to make greater use of it in the development of the surrounding territory. It is also hoped to improve inland water transport capacity upon the Zambesi and to some extent upon the Kafue.

411. In West Africa, and particularly in Nigeria, considerable use is made of inland water transport. An examination is now being undertaken into the organisation of the river steamer services operated on the Niger and the Benue by two commercial firms, which may result in additional capacity. The Nigerian Government has also begun a programme of dredging in the delta bars which should result in vessels of deeper draught using the delta ports. The river channels are being improved and this should result in a longer season during which steamers can use the up-country ports. In addition an investigation is being made into the potentialities of the Volta River in the Gold Coast with a view to its increased use for the carriage of goods.

412. *Lisbon Conference on African Inland Transport, 1949*.—On the initiative of the Portuguese Government, representatives of Belgium, France, Portugal, the Union of South Africa and the United Kingdom met in Lisbon in May, 1949. The purpose of the conference was, first, to exchange information about plans in the various territories in South, Central and East Africa for the construction of railways and ports, the development of inland waterways and the extension of trunk roads serving inter-territorial functions, and, secondly, to examine the present condition of land and river transport in Africa and their present state of efficiency and development. The conference not only drafted the agenda for a subsequent conference to be held at Johannesburg in October, 1950, which will be attended by representatives of all the territories concerned, but also proposed the immediate establishment at Pretoria of an interim organisation to be financed by the Governments and Administrations concerned. This organisation will ensure that the Johannesburg Conference will have before it the information necessary for the co-ordination and correlation of transport plans. The conference also made recommendations for the organisation of the port of Beira and for the construction of a new rail link or links with Lourenco Marques by the

Government of Southern Rhodesia and/or the Government of Portugal. In addition, the conference proposed that no Government should undertake transport developments involving other Governments either directly or indirectly without prior consultation.

413. *O.E.E.C. Conference on African Transport, 1950.*—At the invitation of the Secretary-General of O.E.E.C. representatives of the Governments of Belgium, France, Portugal, Southern Rhodesia, the Union of South Africa and the United Kingdom attended a Conference in Paris in February, 1950, to review generally transport development plans for the territories situated in Africa south of the Sahara. Representatives of the Economic Co-operation Administration also attended the Conference as observers. The Conference was particularly concerned with relating these plans to the general economic background of development in Africa and it succeeded in isolating the main elements in two groups of problems, the one covering West Africa from Dakar to the River Congo and the other covering the territories of South, Central and East Africa from the Equator to the Union of South Africa. As regards the first group of problems the Conference recommended a thorough examination on the spot, after full technical preparation, of the communications needed by the important development areas to the south of Lake Chad in French Equatorial Africa, a problem which affects Belgian, French and British territories in that region. As regards the other group valuable preparatory work was done at the Johannesburg Conference, and the Secretary-General of the Interim Organisation established at Pretoria was present and took part in these discussions.

414. *West African Railways.*—Railway development in Nigeria is connected with plans to increase production of coal, groundnuts and other exports. It is proposed to double the Western main line from Lagos to Iddo Junction (30 miles) and also the 150 miles of the Eastern main line from the Colliery at Enugu to Port Harcourt. The track from Zaria to Kano is being relaid in heavier rail. A decision has also been taken in principle to extend the railway line to Maiduguri, probably from Nguru. The programme includes the construction of 10 major stations and eight smaller ones.

415. The Gold Coast also expects considerable increases in traffic tonnages. It is proposed to double the 40 miles of the Western main line from Takoradi to Tarkwa (the section which carries the manganese traffic), and to extend the Tarkwa—Kade line to link up with the Eastern main line at Nawam, north of Accra. Heavy investments are also being made in locomotives and rolling stock and three main stations are being rebuilt.

416. The Sierra Leone Government are planning to relay the first 60 miles of the railway from Freetown in heavier rail and also to realign certain sections. Improvements in workshop facilities and the accommodation to be provided in connection with the new deepwater quay at Freetown will result in increased carrying capacity.

417. *East African Railways.*—In Uganda the chief item of development likely to place additional burdens on transport is the Owen Falls hydro-electric scheme. Tanganyika has to cater for the East African groundnut scheme and the Mpanda lead mines, and the increasing traffic between the Belgian Congo and Dar-es-Salaam. To meet these commitments the realignment of a large portion of the main line north of Nairobi is now nearing completion and it is intended to relay other portions of the main line in heavier metal and to invest heavily in new locomotives and rolling stock. In Tanganyika new lines are being constructed to link the Mpanda lead mines with the Central Line and the groundnut area at Nachingwea with the new port at Mtwara. The port at

Mtwara and the railway in the Southern Province were initiated by the Overseas Food Corporation, but during the year agreement was reached with the East Africa Railways and Harbours Administration, to take them over under certain guarantees. More than £20 million is to be spent by the East Africa Railways over five years.

418. *Central African Railways*.—A preliminary reconnaissance of two alternative routes to provide a railway link between the Rhodesian and East African railway systems, and of a possible route to connect the Rhodesia Railways with the port of Mtwara in the Southern Province of Tanganyika, was completed in November, 1949. Consideration is now being given to the next step, which would be a detailed survey of one of the alternative routes. The detailed survey would take about eighteen months and should provide both estimates of the costs of construction and of the economic potential of the areas traversed.

419. In Nyasaland the new railway bridge over the Shire river at Chiromo, to replace the one swept away by floods early in 1948, was opened to traffic in January, 1950.

420. By proclamation on the 1st October, 1949, the railway undertaking which operated in the three territories of Southern Rhodesia, Northern Rhodesia and Bechuanaland was taken over by a statutory body known as the Rhodesia Railways. The statutory body is divided into a Higher Authority, which determines the policy of the railways and includes representatives of all three territories, and a Board of Management. Development of the Rhodesia Railways is going ahead rapidly and, in addition to internal developments, investigations are proceeding in consultation with the Portuguese authorities into the possibilities of providing additional outlets to the sea for the Central African territories.

421. *Malayan Railways*.—As a result of effective precautions, progress in the recovery of the Malayan Railways from the devastation caused during the war has not been seriously retarded by terrorist activities. On the East Coast Line, which formerly gave an alternative route from Singapore to Siam, 200 miles of line had been removed by the Japanese for the construction of the Siam—Burma Railway. Thirty-two miles of this line northwards from Mentakab to Jerantut have been relaid and the reconstruction of 17 miles southwards from Sungei Kusial to Krai has been completed and reopened for traffic. This work included the reconstruction of the Guillemard Bridge over the Kelantan River, the largest bridge in the country, with a total length of 2,000 feet. Rehabilitation of war damaged locomotives and rolling stock has been carried out at Sentul, the main works of the railways, which had themselves suffered seriously from war damage and had to be reconstructed.

422. In North Borneo the 116 miles of track running along the west coast between Jesselton and the port of Weston suffered severely during the war. Plans for the replacement of rolling stock and for further repair of the track and bridges are under consideration.

(iv) *Telecommunications*

423. The Commonwealth Telecommunications Board which was established under the Commonwealth Telegraphs Act, 1949, had its first meeting in November. Its functions are mainly advisory in character but substantially wider than those of the Commonwealth Communications Council which it superseded. The Board includes a member appointed to represent the Colonies.

424. During the year, radio telegraph circuits have been opened between Hong Kong and Taipeh, Kunming, Haiphong, Hoihow, and Seoul, between St. Vincent and Bequia and between Antigua and Barbuda. Radio telephone services have been opened between the West African Colonies and the United Kingdom via the Gold Coast and between these Colonies and other places in Europe via the Gold Coast and the United Kingdom. Gambia has been linked by a radio telephone with the other West African Colonies, and Hong Kong with Taipeh, Shanghai, and the United States of America, as well as with the United Kingdom and Europe via Ceylon. Similarly, new services within the West Indies have been opened and existing West Indian services have been extended to Newfoundland via the United States of America. There is also now a service from Malta to the United States of America and Canada via the United Kingdom. The photo-telegraph equipment which was expected to be installed during the year in certain Colonies has not yet become available but it is hoped that this equipment will be installed during the coming year at Accra, Jamaica and Hong Kong for service with the United Kingdom.

(v) *Postal Services*

425. In November, the United Kingdom Post Office introduced second-class airmail services to Commonwealth destinations on African air routes, and in December extended this service to Commonwealth destinations in the Middle and Far East. All colonial territories now enjoy second-class airmail services from the United Kingdom.

(i) **International Economic Relations**

(i) *Economic Collaboration with Other Colonial Powers*

426. Reference was made in last year's Report to the establishment within the Organisation for European Economic Co-operation, of an Overseas Territories Working Group, on which Belgium, France, the Netherlands, Portugal and the United Kingdom were represented. In May, 1949, the Working Group was reconstituted as the Overseas Territories Committee of the Organisation, with the same membership and having as its terms of reference the task of continuing the study of the co-ordinated development of the dependent overseas territories administered by the European powers who are members of the Organisation.

427. The first act of the Committee was to publish an Interim Report (prepared by the Working Group) which outlined the part that dependent overseas territories could be expected to play in the European Recovery Programme. Subsequent studies by the Committee have covered a wide field. A report was published on the arrangements in force for meeting the needs of colonial territories for technical assistance for economic development, both from the responsible metropolitan countries and by mutual help and international action. This report is to be supplemented by a subsequent and more detailed study of the needs of the territories for technical assistance. A review was also carried out of the production and marketing prospects of a wide range of colonial products which could either earn dollars or replace supplies at present obtained by European countries from the dollar area. This review has been examined by other specialised Committees of the Organisation and joint studies have been proposed on particular commodities. Each metropolitan country has also contributed statements on the conditions affecting external investment in their territories and on subjects of related interest such as land tenure, settlement and immigration.

428. One of the principal works of the Committee has been a survey of the major development projects in progress, planned or contemplated in the overseas territories, classified by main geographical regions and types of activity. The analytical memoranda accompanying this document have provided the Committee with a useful sketch of the main lines of development contemplated in the under-developed regions for which the Member Governments are responsible. The sections referring to British colonial territories include more than 350 major projects involving an estimated capital expenditure in excess of £400 million. As a number of these projects are at present only in the early planning stage it is not possible to say over what period this investment will be spread.

429. The prominence given to transport in this survey of development has led to special arrangements, under the auspices of O.E.E.C., for the study of the development of surface transport in Africa south of the Sahara with which the Governments of Southern Rhodesia and the Union of South Africa have been associated. A conference was called at Paris in February, 1950, to review transport development; details are given in paragraph 413.

430. The liaison with the French and Belgian Governments, which was developed in 1948, has since tended to centre on machinery set up within the framework of the O.E.E.C. Direct informal contacts established in 1948 have been maintained and have resulted in the exchange of useful information, not only between the metropolitan Governments, but also between the Governments of individual colonial territories or the regional organisations.

(ii) *Colonial Participation in the European Recovery Programme*

431. All Colonies, except Bermuda, have acceded to the Economic Co-operation Agreement (E.C.A.) between the United Kingdom and the United States of America, and the year has seen the development of various forms of assistance under which applications have been submitted with success.

432. These forms of assistance may be grouped under three main heads. They are "technical assistance", providing the services of American experts; "deficiency materials assistance" for the provision of equipment and services to expedite and increase the production of important products of which the United States of America is in need; and a "reserve fund for overseas development" for the provision of dollar equipment and materials which would enable the more rapid completion of economic development projects now in progress and the undertaking of additional development for which resources are at present lacking.

433. Technical assistance schemes already approved, and in some cases completed, include the pilot survey of a link between the Rhodesian and East African railway systems, visits by American agricultural and veterinary scientists to East, Central and West Africa and to British Guiana, and the despatch of a team of United Kingdom experts to the United States to discuss fibre production. A leading American ecologist has arrived in the United Kingdom to work upon locust control problems. The temporary engagement of a number of American scientists to broaden existing research organisations in several Colonies is foreshadowed in proposals still under consideration. It is hoped that certain of these proposals will be of joint interest to other metropolitan powers responsible for dependent territories, particularly in Africa, and close contact is being maintained with those powers through the Overseas Territories Committee of the O.E.E.C.

434. Approved "deficiency materials assistance" includes provision for the temporary engagement of some sixty geologists and surveyors, and direct aid, by loan or grant, to commercial enterprises for the increased production of kyanite, cobalt and bauxite. The E.C.A. has also expressed an interest in a number of other minerals and raw products for development in connection with the United States stock-piling programme. Sisal, rubber and tantalite have already been purchased for stock-piling. A small team of American experts has visited the African territories to acquire first-hand knowledge of the possibilities of expanded mineral production.

435. In consultation with Colonial Governments applications are being prepared for submission to the E.C.A. for assistance in connection with economic development projects. Formal application in respect of 29 projects has been lodged with the Administration, involving assistance totalling some \$7.6 million. The projects cover 17 territories and include plans for the improvement and development of road communications, for soil conservation, for development of water supplies for agricultural purposes, for electricity undertakings and for the development of food production. Marshall aid is limited, in these projects, to goods not otherwise available than in the dollar area. In many cases, therefore, dollar expenditure can only form a small fraction of the total cost of a scheme, the balance of which is found in sterling. The steady improvement in United Kingdom and European production will make it increasingly difficult to justify recourse to dollar supplies.

436. These direct forms of assistance represent only a part of the benefit which the colonial territories continue to draw from the European Recovery Programme. The receipt of Marshall Aid by the United Kingdom enables Colonies to draw in greater measure than would otherwise be possible on the sterling area dollar pool for the hard currency requirements of their programmes of essential imports from the dollar area. The contribution which the European Recovery Programme makes to the stability of the sterling area is of vital importance to colonial economies.

CHAPTER IV

COLONIAL FINANCE*

(a) General Financial Policy

437. During the twelve months under review greater quantities of capital equipment and consumer goods have become available for colonial territories and this fact has caused a corresponding change of emphasis in the financial policies by which His Majesty's Government and Colonial Governments themselves foster the broader policy of colonial development. Colonial products have continued for the most part to command relatively high prices, colonial revenues have with a few exceptions remained buoyant, and fiscal reserves have been well maintained. At the same time non-financial limitations on development cannot be said to have completely disappeared. In particular, shortages of manpower, and especially of senior technical staff, have remained a substantial impediment to progress. The danger of inflationary tendencies has therefore not been completely removed, and in some cases has even been enhanced by the first effects of the alteration

* Appendix IV gives the revenue and expenditure of colonial territories for 1939-49.

in the sterling/dollar exchange rate. In these circumstances, while it has not been necessary to institute anything in the nature of a new anti-inflation drive, a careful watch has been kept and existing control measures have been generally maintained. Taxation levels have been maintained and in a few cases raised (see paragraphs 438 and 439), and the policy of encouraging local savings has continued to receive emphasis. On the other hand, the marked improvement in supplies has undoubtedly created a new situation, and schemes of development have been carried into effect on a larger scale and at a quicker rate than in any previous year. As a result it proved necessary in the spring of 1950 to ask Parliament for a supplementary provision of nearly £6 million under the Colonial Development and Welfare vote, and expenditure on development is likely to be continued with increasing momentum in 1950-51. As existing Colonial Government reserves are largely committed, the time has almost come when finance may be regarded as the major limiting factor in colonial development, and this fact has given added impetus to the policy, noted in the last Report, whereby His Majesty's Government has sought to ensure that Colonial Governments, in so far as their own resources and those of the United Kingdom permit, will be able to count on sufficient financial facilities in prosecuting their development plans.

(b) **Income Tax**

438. The existing levels of income tax have been maintained and there have been a few increases. The tax on companies has been increased in Nigeria from 7s. 6d. to 9s. in the £ and in St. Lucia from 6s. 6d. to 7s. in the £.

439. In some Colonies (e.g., Jamaica and British Guiana) provisions have been added to the income tax law designed to encourage new development; the possibility of adopting similar provisions is being considered elsewhere. Income tax was introduced in Sarawak on the 1st January, 1950, but, as in North Borneo, has been restricted for the time being to a tax on companies. The assessment of companies whose head offices are in the United Kingdom will be carried out by the Colonial Income Tax Office in London. This office, which was set up in London during the war, assesses companies and colonial pensioners in this country and collects the colonial income tax due from them on behalf of about 20 colonial dependencies.

440. During 1949-50 double taxation relief arrangements were entered into between the United Kingdom and the Governments of Fiji, British Solomon Islands, Gilbert and Ellice Islands and North Borneo.

441. By the 31st March, 1950, the agreement of the United States Government had not been received to the extension to colonial dependencies of the United States-United Kingdom double taxation convention referred to in Cmd. 7715, paragraph 371.

(c) **Grants of assistance from the United Kingdom**

442. Expenditure through the Vote for Colonial and Middle Eastern Services during 1949-50 was of the order for £14,010,900.

443. Included in this sum were issues totalling £1,778,300 made to various colonial territories as grants in aid of expenses of administration which could not be met without a measure of assistance from the United Kingdom.

444. A further sum of £2,635,582 had also to be provided to meet certain liabilities of the former Government of Palestine which remained outstanding when the Mandate was terminated on the 14th May, 1948.

445. Grants totalling £6,966,781 were also made to certain territories for specific purposes, including a payment to the Government of Hong Kong of £1,000,000 to assist in resolving the problems arising out of expenditure connected with the war and of £5,000,000 to the Government of Malaya towards the cost of internal security measures during 1949.

446. Payments to the British Council during the year amounted to £400,000, and grants to bodies and institutions—the Caribbean and South Pacific Commissions, the International African Institute, the Imperial College of Tropical Agriculture, the Bureau of Hygiene and Tropical Medicine and the National Institute of Oceanography—totalled £49,500.

(d) Far Eastern Territories

447. The amount of assistance by His Majesty's Government to the Federation of Malaya and Singapore in respect of war damage compensation was revised in 1949 and His Majesty's Government decided, in view of the increased burden which Malaya has had to bear since 1948, to offer a grant of £20 million towards the cost of the joint compensation scheme (in place of the original offer of £10 million), and, if required, an interest-free loan of up to \$160 million (about £18½ million) to be repaid, to the extent that it is taken up, in equal annual instalments over 20 years starting in 1956. If the proceeds of Japanese reparations prove insufficient to fill any remaining gap, and if the Malayan Governments are consequently in difficulties in completing the scheme, His Majesty's Government have undertaken to consider further assistance sympathetically. The revised offer of assistance was conditional on the compensation scheme being an adequate instrument of rehabilitation. His Majesty's Government is satisfied that the scheme as drawn up fulfils that condition. The revised offer has accordingly been confirmed by His Majesty's Government and accepted by the Malayan Governments. The necessary legislation has been enacted in Malaya and the scheme is now being put into operation. War damage compensation legislation was also enacted during 1949-50 in Brunei, North Borneo and Sarawak, and payments in respect of compensation are expected to begin in 1950.

448. His Majesty's Government made a grant of £5 million in 1949, and has agreed to make a further grant of £3 million in 1950, to assist the Federation of Malaya in meeting the cost of the emergency measures necessitated by the disturbances. In addition, His Majesty's Government have agreed to meet the extra cost of the United Kingdom troops employed in Malaya since the beginning of the emergency in June, 1948. The extra costs up to December, 1950, may well be in the neighbourhood of £7,000,000.

(e) London Loans

449. During the year under review a number of Colonial Governments have benefited from His Majesty's Government's policy, announced in the autumn of 1948, to allow a limited programme of borrowing on the London market by Colonial Governments over the next few years. The following loans were floated :

(i) May, 1949—the Government of the Federation of Malaya raised £8,050,000 3 per cent. stock at par.

(ii) July, 1949—the Government of Northern Rhodesia raised £3,540,000 3 per cent. stock at 97, 1963-65, of which some £677,500 was a conversion of existing 1950-70 5 per cent. stock.

(iii) October, 1949—the Government of St. Lucia raised £408,000 3½ per cent. stock at 98½, 1965-70.

(iv) January, 1950—the Government of Jamaica raised £3,250,000 3½ per cent. stock at par, 1968-73.

(v) March, 1950—the East African High Commission raised £3,500,000 3½ per cent. stock at 97½, 1966-68, on behalf of the Railways and Harbours Administration. This loan, the first to be raised by the High Commission, was issued under the several guarantees of the Governments of Kenya, Uganda and Tanganyika, and was associated with the redemption of the £3,500,000 4½ per cent. Kenya Government 1950 stock, of which £2,502,500 was converted.

450. In June, 1949 the Nigeria Government made an offer for £3,000,000 3 per cent. 1975-77 stock at par by a conversion of part of the shortfall on the £6,363,000 6 per cent. 1949-79 stock and on the £4,263,000 5 per cent. 1950-60 stock.

451. In addition, the Nairobi Municipality obtained authority to raise a loan on the London market. A loan of £1½ million 3½ per cent. stock at 98 was floated in June, 1949, of which up to £½ million was reserved for applications from residents in East Africa. The loan was well subscribed both in East Africa and the United Kingdom. This loan is the first to be raised by an African municipality on its own credit in the United Kingdom. The loan has trustee status in Kenya but not in this country.

(f) International Bank

452. In July, 1949, the Colonial Loans Act, 1949, became law. By its provisions His Majesty's Government are enabled to guarantee the repayment of the principal and the payment of interest and other charges in connection with any loan made to Colonial Governments by the International Bank for Reconstruction and Development up to a total aggregate of £50 million or the equivalent. Colonial Governments have been acquainted with the terms of the Act, but no specific application for a loan from the International Bank has yet been received.

453. Negotiations were conducted during 1949 between the Colonial Development Corporation and the International Bank for a loan of \$5 million to enable the Corporation to purchase in the United States agricultural and engineering equipment for use on various projects in colonial territories. Agreement was reached on all the Bank's financial requirements, but after long discussions the Corporation were unable to accept certain non-financial clauses relating to the Bank's right of inspection and examination of the Corporation's workings and accounts, and as the Bank were unable to relax these requirements negotiations were suspended in the New Year. This suspension should not be taken as indicating that it is not intended, as and when opportunity presents itself and practical difficulties can be removed, to make use of the facilities offered by the International Bank for the purposes of colonial development.

(g) Currency

454. Further progress has been made in preparing draft legislation for the unification of the currency in the eastern group of Colonies in the British West Indies (Trinidad, Barbados, British Guiana, the Leeward Islands and the Windward Islands). Individual administrations have yet to consider and accept the form of agreement and consequent legislation.

455. Drafts are under consideration of a new agreement and legislation to provide for the incorporation of North Borneo and Sarawak in the Malayan Currency scheme. It is expected that the arrangement will come into force in the near future.

456. Malta has completed the change to a local note issue on the sterling exchange model. As a consequence Bank of England notes are no longer legal tender in Malta.

457. With the alteration in the sterling/dollar exchange rate in September, 1949, there was a simultaneous and automatic change in the exchange value of all the colonial currencies which are on a sterling exchange basis. There was a similar change in the exchange value of the currencies of Aden and other Colonies which have no currency of their own but use neighbouring currencies of which the exchange value was altered *pari passu* with sterling.

458. The only colonial currency the exchange value of which was not altered in September, 1949, was that of British Honduras, whose dollar was linked by law to the United States dollar. Apart from the fact that any alteration would have entailed special legislation, the close traditional economic relationship of that Colony with the dollar area necessitated a very thorough examination on its merits of the case for altering the exchange value of the currency. In the event it became clear that the economy of the Colony and its future development depended to an overwhelming extent on external investment, and an alteration in the exchange rate of the British Honduras dollar was therefore decided. The rate was accordingly altered on the 31st December, 1949, to \$4 = £1 sterling. The opportunity was also taken to terminate the form of direct link with the United States dollar and to adopt the sterling exchange system.

459. The only noteworthy change during the year in the volume of colonial currencies in circulation was the unprecedented increase of about 40 per cent. in the volume of currency of the West African Currency Board caused chiefly by the exceptional cocoa season in 1948-49.

(h) Colonial Development and Welfare

460. Because of the rapidly increasing rate of expenditure on schemes of research and enquiry it became apparent that legislation would be necessary to amend the Colonial Development and Welfare Act of 1945 in order that the maximum annual expenditure on these schemes, limited by this Act to £1 million, might be increased. Legislation was accordingly enacted in July, 1949, by which this annual maximum expenditure was increased to £2½ million. The opportunity was taken at the same time to increase the annual aggregate amount of issues in any one year on schemes of all kinds from £17½ million to £20 million, without involving any increase in the sum of £120 million voted under the Act of 1945.

461. Among the most interesting features of schemes in the period under review may be cited the progress made on schemes providing for the expansion of geological survey departments in various colonial territories, pilot schemes which marked the beginning of the implementation of the Evans Commission's* recommendations for the development of British Honduras and British Guiana, and the start made in developing and improving the system of communications in North Borneo and Sarawak.

462. In June, 1949, the Governor of Uganda, in submitting a revised plan of development for the territory, proposed a radical change in the method of using Colonial Development and Welfare funds from that hitherto adopted by the Protectorate. Instead of using Colonial Development and Welfare grants to finance a number of individual projects, he proposed to devote the remainder of the allocation at his disposal in close co-ordination with local revenues to assist in financing the recurrent cost of expanding certain

* Cmd. 7533.

developmental services: After careful consideration His Majesty's Government were satisfied that the Uganda Government should be able to assume the full burden of the recurrent expenditure resulting from the plan by the time the Colonial Development and Welfare assistance came to an end in 1956, and accordingly agreed to the proposals. All outstanding Colonial Development and Welfare schemes administered by the Government of Uganda were cancelled on the 31st December, 1949, and grants totalling £697,000 have been approved, representing about 34 per cent. of the cost of expanding selected developmental services for the first three years of the plan (1950-52). The remaining costs of the services will be borne on local revenue.

463. Other Colonial Governments have been informed of the acceptance of Uganda's proposal, but there is no reason to suppose that any of them would necessarily wish to follow Uganda's example. In any event any such proposal would require careful consideration on its own merits.

(i) **Economic Co-operation Administration**

464. The assistance given to colonial development by means of funds administered by the E.C.A. is described more fully in Chapter III, paras. 431-436.

465. The sterling costs of E.C.A. technical assistance schemes—viz. the cost of passages between America and the Colonies and subsistence allowances in the Colonies—rank as a final charge on the Colonial Development and Welfare Vote: the remaining costs, paid in dollars, are found by the United States Government. During 1949 schemes have been approved providing, over a period of two years, for the appointment of geologists and topographers from the United States to supplement the staffs working in colonial territories; the sterling costs involved are £261,000. Important assistance from E.C.A. has also been provided for the first stage of the survey designed to link the East and Central African railway systems.

466. If the 29 projects mentioned in Chapter III, para. 435, are all accepted, the total financial assistance to Colonial Governments from funds administered by E.C.A., including schemes of technical assistance of which examples are given in the previous paragraph, is likely to amount in terms of sterling to about £3½ million during the period to the 30th June, 1952.

(j) **Miscellaneous**

467. *Savings Banks.*—There has been no noteworthy development. Generally the level of savings remains steady, with a slight tendency to rise in most Colonies.

468. *Sterling Balances.*—Sterling assets of colonial territories comprise currency funds which provide the sterling backing for local currencies; Colonial Government funds held with the Crown Agents for the Colonies, loans to His Majesty's Government in the United Kingdom expressed in sterling or sterling area currencies, and sterling assets held in London by banks operating in colonial territories. These assets have shown some variation during the year, and in the aggregate have slightly increased. At the 31st December, 1949, they totalled some £625 million, a figure which included about £90 million of dominion and colonial sterling securities.

469. The principal holders of sterling assets at the 31st December, 1949, were:—

	£ million
West Africa	155
East Africa	110
Malaya (including Singapore and the Borneo territories) ...	105
Hong Kong	70

CHAPTER V

THE SOCIAL SERVICES

(a) Education

470. *Higher Education.*—During the year a new university, Malaya, and a new university college, Makerere in East Africa, have been added to the two existing universities, Malta and Hong Kong, and the three university colleges, the University College of the West Indies, University College, Ibadan, in Nigeria, and the University College of the Gold Coast.

471. The Inter-University Council for Higher Education in the Colonies, of which Sir James Irvine is chairman, and the Colonial University Grants Advisory Committee, under the chairmanship of Sir Hector Hetherington, have continued their many activities. Close contact between the home universities and the colonial institutions has been maintained by visits of members of the Inter-University Council and other academic representatives to the West Indies, Nigeria, the Gold Coast, Makerere and Malaya. Co-operation with the universities in the United States has been strengthened by the creation of a separate colonial budget under the Fulbright scheme from which have been financed visits of American scholars and students to the colonial universities and colleges and reciprocal visits from the Colonies to the United States. The University of London has admitted all four of the university colleges into special relationship and the rapid development of this scheme has led to an increasing number of visits by London University examiners and inspectors to the colleges.

472. A striking feature of the colonial university institutions has been the development of their libraries, in some cases assisted by capital grants from Colonial Development and Welfare funds. Both the University of Hong Kong and that of Malaya have completed the reassembly of their libraries after the chaos and losses caused by enemy occupation. The library of the University College, Ibadan, has already in two years collected a stock of 50,000 volumes, chiefly by the acquisition of the Henry Carr library and by the gift of a large collection by Mr. F. M. Dyke, and it has been made the deposit library for Nigeria. Central services from London have been provided by Dr. Richard Ofor, Library Adviser to the Inter-University Council, whose appointment was made possible by a generous grant from the Carnegie Corporation; Dr. Ofor has begun a series of personal inspections of the colonial university libraries by a visit to the University College of the West Indies.

473. Following the recommendations of the Carr-Saunders Commission Report (Colonial No. 229), legislation for the creation of the University of Malaya by the fusion of Raffles College and the King Edward VII College of Medicine was passed in Singapore on the 31st March, 1949, and in the Federation of Malaya on the 21st April. On the 8th October the university was formally instituted and Mr. Malcolm MacDonald installed as its first Chancellor. It has Faculties of Arts, Science and Medicine, and, under its first Vice-Chancellor, Dr. G. V. Allen, an academic staff of 78 and 601 students. It is using the buildings of the two former colleges, and has launched a public appeal for funds for new buildings, towards the cost of which £1 million has been promised from Colonial Development and Welfare funds.

474. H.R.H. the Princess Alice, Countess of Athlone, was installed as Chancellor of the University College of the West Indies on the 16th February, 1950, the first woman Chancellor of any British university. The Chancellor and Sir James Irvine laid foundation stones for the new buildings which are

in course of construction by the contractors, Messrs. Higgs and Hill, to the designs of Mr. Graham Dawbarn. The College, under its Principal, Dr. T. W. J. Taylor, already has Faculties of Medicine and Science and teaching in the Faculty of Arts will begin in October, 1950. There are 30 members of staff and 70 students. The Extra-Mural Department has stationed a resident tutor in each of the seven British territories of the Caribbean. Three research assistants have been added to the staff of the Institute of Social and Economic Research.

475. In West Africa, University College, Ibadan (Principal, Dr. Kenneth Mellanby), began its second full session with 295 students and a staff of 65, in Faculties of Arts, Science and Medicine. Teaching in agriculture in the Faculty of Agriculture and Veterinary Science will begin in October, 1950. A department of Religious Studies has been established. Mr. Robert Gardiner has taken up his appointment as Director of the Department of Extra-Mural Studies. The plans of the architects, Maxwell Fry and Jane Drew, for the permanent building, have been approved and construction has begun. The third International West African Conference on archaeology and anthropology was held in the College in December, 1949, and the College took the occasion to admit to Honorary Associateship, the Governor, Sir John Macpherson, M. Theodore Monod, and Professor Daryll Forde. The University College of the Gold Coast (Principal, Mr. D. M. Balme) has over 100 students and 52 senior members including its extra-mural staff. It has established new departments of Theology, Philosophy, Geology and Economics and is developing an Institute of Education and a Department of African Studies. The College, which is housed temporarily in the Achimota compound, has approved plans prepared by the architects, Messrs. Harrison, Barnes and Hubbard, for the general layout of its permanent buildings on Legon Hill. The Gold Coast Cocoa Marketing Board have added £1,000,000 to the £900,000 already provided for the College by the cocoa farmers, and the Gold Coast Government has promised £1,000,000 towards the capital costs of the permanent buildings.

476. In East Africa, Makerere College was admitted in November, 1949, to special relationship with the University of London and has been recognised as having attained university college status. Its students can read for degrees in Arts or Science of the University of London. Dr. W. D. Lamont has been succeeded as Principal by Professor B. de Bunsen, formerly Professor of Education at the College. There are 35 members of staff and 222 students. Dr. Audrey Richards, formerly Reader in Anthropology in the University of London, has been appointed Director of the Institute of Social Research. The East African Governments have given additional grants totalling £25,000 per annum to the College to enable it to appoint full-time teaching staff for the Medical School, additional to the existing staff of Mulago Hospital.

477. *Regional Colleges.*—An Advisory Committee on Colonial Colleges of Arts, Science and Technology was set up by the Secretary of State at the end of 1949. In addition to advising on general development and the selection of staff, this Committee is responsible for recommending grants from a sum of £1,250,000 (an increase of £750,000 over the first allocation) which has now been made available for the three regional colleges in West Africa under the Colonial Development and Welfare Act, 1945. The remainder of the capital and, except in the case of Fourah Bay College, the whole of the recurrent costs will need to be met from local and other sources.

478. Principals-designate were appointed during the year for the projected college in Nigeria and for the reconstituted Fourah Bay College in Sierra Leone, and an ordinance was introduced "to make further and better provision for the control, administration and working of Fourah Bay College".

In Nigeria it is proposed to establish a Tripartite College with a branch in each of its three political regions. In the Gold Coast the Achimota Teacher-Training College is likely to be incorporated in the Regional College. The principals-designate are at present engaged in determining sites and planning the initial courses.

479. The colleges are expected to provide whatever courses in higher technical and commercial education are most needed. They will also undertake the training of teachers and of social welfare and community development workers, and, pending further developments in secondary education, may provide general teaching up to higher certificate standard. They are likely to become centres of adult education and of cultural and technological development generally. By providing at single centres basic and specialised courses for some of the Government departments, they will enable savings to be made in the existing provision for departmental training and will give a broader basis to vocational education. They will also provide certain courses which at present students can follow only in the United Kingdom or elsewhere overseas. Provided that the necessary staff can be found, the colleges will make an incalculable contribution to the social and economic development of the West African territories.

480. *Primary, Secondary and Technical Education.*—In Barbados the re-organisation planned for in the years 1943-48 is being put into effect. Building started on a new secondary school for 360 boys to replace two old schools with inadequate accommodation, a new secondary school for 735 girls, a new primary school for infants and juniors, and new classrooms and a physics laboratory at Lodge School. The 1949-50 Estimates contain provision for further building programmes. Teachers' salaries were revised in the light of the recommendations of the Adams Commission. In August, 1949, the first summer vacation course for teachers in secondary schools was held at Erdiston College. The Barbados Evening Institute successfully organised various classes including ones in Electricity and internal construction engineering. The maximum number of students on the roll of the institute was 1,101.

481. In the Bahamas enrolment in schools of all sorts went up from 8,681 boys and 8,639 girls in 1948 to 8,995 boys and 8,884 girls in 1949. A new Technical School at Oakes Field was opened in October, 1949, at which over 400 boys receive instruction weekly in woodwork and technical drawing.

482. In Bermuda the outstanding event of the year was the passing of the Schools Act, which established for the first time the right of children of school age to receive free elementary education. The majority of the schools were made free schools, and the Board of Education was given the power to fix special age limits for children attending a free elementary school. The limits were fixed at over the age of five years to the end of the term in which the child reaches the age of 16 years. The total school enrolment rose from 6,856 in 1948 to 7,203 in December, 1949. A new primary school for 100 pupils was completed in April, 1949, and work was started on another for 350. Another domestic science centre was provided, and a site of about 16 acres was purchased for two schools (one for boys and one for girls) which are to provide a practical type of secondary education.

483. In British Guiana expenditure on elementary education increased from \$1,603,948 in 1948 to \$1,812,028 in 1949. Revision of teachers' salaries decided upon in 1949 will raise expenditure in 1950 to nearly \$2 million. The building programme, aiming at a total of 20,000 elementary school places, new and replacement, in five years, continued in 1949 and about 4,000 places were completed. Overcrowding in schools remains endemic, however,

partly because of the increase in enrolment and in attendance. This increase may be attributed to better health, due mainly to anti-malarial measures ; improved schools and teaching methods ; and greater interest of parents in education.

484. In *Jamaica* 24 new Government elementary schools were opened in the calendar year 1949. These provide places for 5,755 pupils, including 2,905 new places and 2,850 replacements. Seven new denominational schools were also opened providing 228 new places and 872 replacements. Great efforts have been made to improve the agricultural teaching in schools and the size of their gardens has been increased. These contribute largely to the school lunches and about 300 schools now have canteens. Technical education is handicapped by the fact that the demand for it has altogether outrun the capacity of the present buildings. Plans have been prepared for a new and larger range of buildings and meanwhile the Technical School in Kingston provides courses in engineering, building, domestic science, commercial work and dressmaking, and also a centre for the instruction of elementary school children in woodwork and domestic science. Its work is supplemented by the Practical Training Centres in rural areas (three for boys and one for girls) which have recently been broadened to include several Young Farmers' Settlements now in an advanced stage of development.

485. In the *British Virgin Islands* the school enrolment has gone up from 1,370 to 1,414. The first six candidates for the Junior Cambridge examination were all successful. Nine more sat for this examination in December, 1949. Under a Colonial Development and Welfare scheme arrangements have been made to improve teacher training.

486. In *St. Lucia* two new primary and infant schools, financed from a Colonial Development and Welfare grant, were completed in 1949. It is hoped to start soon on two more. A further grant has been approved to provide equipment and books during 1949/50—1950/51.

487. In *Trinidad* progress is encouraging. A committee which includes representatives of the Teachers' Union has nearly completed an exhaustive revision of the Education Ordinance and the regulations under it. The comprehensive regrading scheme, which was started in 1948 to bring the salaries of teachers level with those of other Government servants with similar qualifications, has already shown encouraging results in the improved standard of recruits to the teaching profession. In 1949, a new school building and teachers' quarters were added to Preysal Government School and an extension with accommodation for about 150 to the California Government school ; new Roman Catholic schools were built at San Fernando and Diego Martin for 600 and 300 pupils respectively ; new Anglican schools at New Grant and Fyzabad for 400 pupils each (the latter being an intermediate school) ; new Canadian Mission schools at Curepe and Hermitage for 600 and 200 pupils respectively ; a new Moslem School at El Socorro for 300 pupils ; a new Government junior primary school at Penal for 120 pupils ; and extensions for 100 pupils each at Torrib Trace Canadian Mission School and Lambeau Anglican School. The Government provided \$100,800 for school books and book cases for primary school libraries during 1949 and will do so again in 1950. As a result the primary schools will shortly be well stocked with a good variety of essential text books and supplementary reading material. The Education Board has worked out a scheme of bursaries tenable at the University College of the West Indies which starts with one in 1949-50, and three in subsequent years with a maximum of 10 at any one time. A successful

conference, which lasted a week, was held in January, 1950, for lecturers at training colleges, district inspectors and headquarter officers and most head teachers. Many suggestions were made for improving teaching.

488. In *Gibraltar* the number of pupils enrolled in Government schools has gone up slightly from 2,610 to 2,651. There are nearly as many girls as boys in school and attendance is on the average 94 per cent., as opposed to 91 per cent. in 1948. A new infant school with accommodation for 50 was opened in September, 1949.

489. In *Cyprus* four new secondary schools were opened with places for 190 pupils, and two new elementary school buildings were completed. Enrolment of boys in secondary schools has risen from 7,077 in 1948-49 to 7,794 for 1949-50 and that of girls from 3,010 to 3,162.

490. In *Mauritius* the attendance figures for 1949-50 at Government and aided primary schools have gone up to 23,374 boys and 15,517 girls from 19,183 boys and 12,291 girls in 1948-49. Sixty primary school teachers were trained in 1949 as opposed to 32 in 1948. New primary schools were opened in Mare Tabac, Roches Noires and Camp de Masque Pave catering for 108, 186, and 250 pupils. In June, 1949, a second Domestic Science and Handwork Centre was opened at Port Louis. The most valuable advance in secondary education has been the salary revision for Education Officers. This has gone far to unify the teaching profession and it is now possible to make a degree the minimum qualification for a secondary school teacher.

491. Apart from the foundation of the University, the most important development in the *Federation of Malaya* education policy during 1949-50 was the unanimous approval by Legislative Council on the 28th November of a motion calling for compulsory teaching of Malay and English in all Government and Government-aided primary schools. Routine progress was made in spite of the continued emergency and resultant financial and other difficulties; the total enrolment figures in Government, aided and unaided schools have increased from 509,519 to 567,943. The increase by sexes is boys—348,143 to 384,951, girls—161,376 to 182,992. It is interesting to note that in the Malay schools the increase in numbers of pupils is proportionately larger for girls than for boys; this was not caused by an increased intake in Standard I but by a larger number of children remaining on in the higher classes and this was particularly marked in the case of girls. In the English schools also the increase is in the enrolment of girls and this is expected to continue for some years. Teacher training results have also improved; 236 passed the normal class final 3rd year examination (for English schools) as against 104 in 1948; 138 instead of 110 passed out of Sultan Idris Training College (Malay men teachers); 28 passed out of the new Malacca Women's Training College; 145 teachers passed the Indian Teachers' Course as opposed to 84 in 1948; and a total of 176 Chinese teachers passed out as against none in 1948. The accommodation in schools was also increased during 1949—3,000 new places in English schools; 5,500 in Malay; 8,000 in Chinese; 785 in Indian. Some of these increases resulted from the building of new schools, some from the extension of old. A new development in the field of technical education is the approval of a Colonial Development and Welfare grant of \$4,875,000 for a new technical college.

492. The most important event of the year in *Singapore* was the acceptance by the Legislative Council of a comprehensive Supplementary Programme to supply 90 new supplementary primary schools within five years to house 90,000 extra pupils in double sessions. The plan will entail the

building of 18 new school buildings a year and the recruitment of 600 teachers each year. By January, 1950, building had started on nine new schools and tenders for four more had been invited. More than enough candidates for teachers' posts were coming forward. This supplementary plan is not intended to replace the 10-year plan which will provide a permanent basis of educational progress. It is intended as immediate action to bridge the gap between the demand for education and inadequate school facilities. With the 82,000 places in all types of schools under the 10-year plan and 90,000 under the new supplementary plan there should be sufficient places for all children of school-going age within a foreseeable future. Compulsory education can then be introduced. 1949 also saw the introduction of free primary education for children of the correct age in all registered schools. All such children in Primary I in 1949 will receive free education during the first six years in primary schools. Education in Malay schools was completely free. Towards the end of the year it was also decided to give complete financial assistance to Indian vernacular schools with a view to improving them and to absorbing them ultimately into the regional school system.

493. In *Sarawak* the two developments of most significance in education during 1949-50 were the graduation of the first group of trained teachers from the Batu Lintang Centre, and the expansion of primary education particularly for the Dyaks, under the recently formed Local Authorities. In November, 1949, the first 40 students completed their training at Batu Lintang and in January, 1950, and assumed duty in Government, local authority, private and mission schools throughout Sarawak. Twelve of these 40 new teachers opened schools in areas where there have hitherto been no educational facilities. The training of these young men has been made possible by the combined efforts of all those concerned with the progress of this country. From the peoples of Sarawak has come the demand for education and it is their villages and long houses that have supplied the men; the United Kingdom Government has provided the financial means for the establishment and maintenance of the training centre; and the Sarawak Government, through the Education Department, and in co-operation with the missionary bodies, has been responsible for the detailed administration of the scheme. During the year, 10 new schools serving the Dyaks or other indigenous races were opened by local authorities and another 10 were taken over by the authorities from the Government, missions or committees of private schools. These authorities, under guidance, are acquiring valuable experience in the control and financing of primary education in their areas. The introduction of fees, with provision for remission where necessary, into schools which had formerly been free, and the decision by some authorities to impose an education rate or cess within their areas are regarded as welcome signs that the communities concerned are aware of the increasing contribution they must be prepared to make towards the cost of social services if these are to expand to the extent they desire.

494. The *North Borneo* Education Department is still facing special difficulties caused by Japanese efforts to uproot the English language and culture—for example textbooks were burned, the use of English was forbidden and of the 32 Government schools existing before the war 15 were totally destroyed and the rest damaged. The total number of schools of all types has increased from 193 in June, 1948, to 204 in September, 1949, while the school population has expanded from 15,852 to 18,020. Secondary education ceased completely during the occupation and has been slow in restarting, but there are now 10 English and two Chinese schools with secondary classes, and five of the English schools were able to enter pupils for the Junior Cambridge

examination in 1949. 1949 also saw the opening of a Trade School, financed for five years from Colonial Development and Welfare funds; plans have also been made for a teacher-training college near Jesselton.

495. Education in *Hong Kong* too suffered desperately during the Japanese occupation. In 1945, there were only just over 4,000 children in school—the same as in 1879. There are now nearly 130,000. Expenditure of the Education Department has gone up from \$8,168,811 in 1947-48 to \$11,665,656 in 1948-49. Technical education is provided mainly through the day and evening classes of the Hong Kong Technical College. In addition, instruction in various forms of industrial technology is given by the Aberdeen Industrial School, run by the Salesian Society, and subsidised by Government, and by the St. Louis Industrial School, also directed by the Salesian Society.

496. In *Fiji* the latest available enrolment figures show an increase from 26,560 boys and 19,251 girls at primary schools in 1947-48 to 27,706 boys and 20,425 girls in 1948-49. During 1949 a new Technical Centre was opened at Levuka, with a workshop for 20 boys, a housecraft centre for 20 girls, a drawing and lecture room for 20 students, a room available for the use of local clubs and a hall which is used as a community centre. Similar centres are planned for Labasa and Lautoka. The first Government Intermediate School for girls is running successfully as Fijian girls have taken to boarding school life. The rebuilding of Queen Victoria School is progressing fast under a Colonial Development and Welfare scheme and will teach Fijian boys up to New Zealand University entrance standard.

497. Four new schools were opened in *Seychelles* in 1949, including two Government schools with handicrafts and domestic science rooms as well as classrooms.

498. In *Nyasaland* enrolment in assisted primary and vocational schools increased from 58,475 boys and 28,777 girls in 1948 to 60,487 boys and 30,691 girls in 1949. For unassisted schools the figures are 78,360 boys and 53,100 girls in 1948 and 77,988 boys and 55,024 girls in 1949. But owing to the severe drought in 1949 and the consequent shortage of food, average attendance figures have fallen off. There has been an overall increase in the number of certificated teachers owing to the improvements in their conditions of service, which have lessened wastage and have caused an appreciable number of teachers to return from the Rhodesias, South Africa and Tanganyika. The Education Survey, which will be completed in June, 1950, has already had a most stimulating effect—the interest of the Native Authorities, who are members of the inspecting teams, has been thoroughly aroused, and village headmen, parents and pupils have begun to realise that education is far more important than they had thought and that their active co-operation is required.

499. The original allocation of assistance under the Colonial Development and Welfare Act ceased at the end of 1949 with the conclusion of the first five-year period 1945-49. The Five-Year Educational Plan 1950-54 provides for the fulfilment of much that has been started. There is a great deal of wastage in the lower classes of primary schools, but by 1955 upwards of 1,000 boys and girls should be completing their primary education by the age of 15, as opposed to 113, averaging over 20 years of age, who achieved this standard in 1945; an equivalent increase is anticipated in the number of pupils passing through the secondary schools; and instead of one or two a year proceeding to higher studies, there should be at least a score.

500. In *Northern Rhodesia* the African Education Department made good progress in improving the quality of elementary education provided for the majority of African pupils. The expansion and extension of facilities were

closely controlled in order to conserve trained staff for the existing schools. There was some expansion of Middle Schools, mainly in rural areas. The once predominantly "white collar" outlook amongst the products of Middle and Upper Schools is rapidly disappearing with the improvement in facilities for practical training, coupled with increased opportunities for remunerative employment in agriculture and industry. The number of girls attending school is growing steadily and more are reaching the higher classes with teaching and nursing careers in view. Two junior secondary schools were established, one at Chikuni Mission by the Roman Catholic Societies and one at Chalimbana by the Government. In the sphere of vocational technical training, facilities are expanding rapidly. Trade schools are being established at Kitwe, Broken Hill and Livingstone and the number of trainees has increased at Chalimbana and Lukashya. The latter school will produce its first output of ex-Askari artisans in December. The Munali Trades School will expand as the Secondary School vacates accommodation and will continue to be the key institution for training instructors. A scheme for providing further technical training is under consideration.

501. In the *Somaliland Protectorate* the number of grant-aided Koranic and private schools rose from 25 to 39 during 1949. The estimated attendance rose from 800 to 1,250, but this figure is subject to considerable seasonal variations. One of the notable events in the year has been the increased demand for girls' schools. In spite of the difficulty of obtaining staff, five girls' schools were open in December, 1949, with an average attendance of 85 compared with four in 1948 (attendance 43). There are now 18 boys attending secondary and other post-intermediate schools in the Sudan. Adequate supplies of textbooks are now available, and a Co-operative Bookshop, which shows signs of being a great success, has been opened at Sheikh Intermediate School.

502. In *Kenya* work continues satisfactorily on the revised ten-year plan. 1949 also saw the publication of three important reports. A Select Committee of the Legislative Council on Indian education made various recommendations for the establishment of an Indian Education Authority and the levying of a special education cess. These recommendations are being considered by the Government as are also the recommendations of the Beecher Committee on African education. Government has accepted in principle the recommendations of the Technical Institute Committee, and propose to make detailed plans for the establishment of a technical and commercial institute to provide for all races. Another interesting event occurred in September, 1949, when the "Ex-Servicemen's Training School" changed its name to the "Kabete Technical and Trade School" and became a civilian establishment under the Director of Education. Two thousand nine hundred and forty-seven ex-servicemen had passed through the school in three and a half years and it can safely be said that 90 per cent. of these were either placed in employment by the school in conjunction with the Labour Department or else opened their own shops in the Reserves. It is significant that 3,000 applications were received for 400 places for the first intake of civilians and a further large number for the 1950 course were made by boys who had passed the Kenya Preliminary Examination. This gives some hope that the old idea that "white collar" jobs alone are suitable for the educated is beginning to pass away.

503. An important event in *Uganda* has been the publication for information before submission to the Legislative Council of a Non-Native Education Tax Ordinance "to make provision for the payment of an education tax by non-natives for the purposes of non-native education". This is an indication that Uganda is preparing to follow in the course previously adopted

by Kenya and Tanganyika—"to work out a more adequate scale of contribution to European and Asian education by the communities concerned" (Cmd. 7715, paragraph 436).

504. In *Tanganyika*, the important feature of the year in European and Indian education has been the establishment of two Education Authorities which replace the two Advisory Committees. These Authorities, of which the Director of Education is chairman, have executive powers in planning and controlling the finances of the education of the two communities, subject to over-riding approval of the Authorities' budgets by Legislative Council. Work on the Ten-Year Plan for African education continues; the headquarters of the Education Department has been reorganised, and now includes an Assistant-Director for girls' and women's education; a text-book committee has been set up; the grants-in-aid towards salaries of African teachers in Government schools has been raised to 95 per cent. and teachers' salaries in voluntary agency aided schools have been equated with those in Government schools; work has started on two new teacher-training centres and a new provincial secondary school.

505. In *Zanzibar* progress has been made with the new buildings for the Rural Middle School and teacher-training centre. A new girls' primary school in Pemba has been completed. Work has started on the building of a new Indian school, previously grant-aided and now taken over by Government; the cost of the building is being met by a grant from Colonial Development and Welfare funds, and by contributions from His Highness the Sultan's Government and the Indian community.

506. Early in 1950, Dr. G. B. Jeffery, F.R.S., Director of the Institute of Education, University of London, visited *West Africa* to report on the proposal to establish a West African Schools Examination Council which would determine what examinations should be held in West Africa and what adaptations to local conditions might be required, and would assist in conducting such examinations.

507. In *Nigeria* the grant-in-aid system is working smoothly on the whole: the Regional Boards of Education and the reorganised Central Board of Education are operating successfully and considerable progress has been made in the establishment of Local Education Committees. Building schemes are also going to plan—for example in Kaduna, northern Nigeria, a new Roman Catholic Mission secondary school for boys has been opened and work has started on the school for girls at Kaduna Junction. The new Government secondary school in Zaria is almost complete and houses pupils moved from the former Kaduna College. In the Eastern Provinces the extensions to Umuahia Government College planned for 1948-49 were completed. Considerable progress has also been made in building programmes for the Technical Institute, Yaba, and the Trade Centres at Yaba, Kaduna and Enugu.

508. In *Sierra Leone* a noteworthy development was the completion of plans for the expansion of Bo School in the Protectorate into a secondary school for about 380 boarding pupils. This will be carried out with the assistance of a grant of £117,600 under the Colonial Development and Welfare Act, while an additional £97,140 will be found from local sources.

509. In the *Gold Coast* the Governor appointed an officer in April, 1949, to conduct an enquiry into the present sources of finance for education and systems of grants-in-aid. His report is now being considered by a local committee. The Professor of English at the Gold Coast University College (Dr. P. Gurrey) is undertaking a preliminary investigation into the teaching of English in the territory.

510. *The Fulbright Agreement*.—Fulbright exchanges started in 1949 with the visits of Mr. Munger and Dr. Gray to East Africa and of Dr. Galloway, Professor of Medicine at Makerere College, to Chicago. The United States Educational Commission in the United Kingdom has appointed a Colonial Sub-Committee and has produced a Colonial Budget for 1950-51 allowing for 13 visits by American research workers and other students and for 13 travel grants to citizens of the United Kingdom and Colonies; several applications have already come in. An important development has been the announcement by the Government of the United States that under Public Law No. 402, 80th Congress (the Smith-Mundt Act), a limited number of dollar grants have been made available to certain classes of students and research workers who may wish to visit the States for study, research, or lecturing. These grants will be awarded in conjunction with Fulbright travel grants and to date three applications have been received from colonial territories.

511. *U.N.E.S.C.O.*.—Conferences attended by representatives of colonial territories included U.N.E.S.C.O.'s 4th (Business) Conference in Paris, attended by the Secretary of State's Deputy Educational Adviser; an International Conference on Adult Education held at Elsinore, Denmark, attended by the African Director of Extra-Mural Studies at the University College, Ibadan; and an Asian Seminar on Rural Adult Education held in Mysore, attended by one of the Secretary of State's Assistant Educational Advisers and by representatives of the Federation of Malaya and Singapore.

512. War-devastated colonial territories received during the period under review assistance previously allotted to them from Reconstruction Funds administered by U.N.E.S.C.O., in the form of educational equipment, books, and fellowships for oversea study.

513. The Colonial Department of the University of London Institute of Education, in establishing its clearing house of information on mass education, opened up a regular channel for the interchange with U.N.E.S.C.O. of information and sample materials in a field in which the activities of U.N.E.S.C.O. may well be of particular value to the Colonies. The Colonial Governments concerned agreed that projects of mass education around Anchau and Udi in Nigeria and Malemia in Nyasaland should become associated projects of U.N.E.S.C.O., exchanging information and material direct with its clearing house, and other Colonial Governments have appointed accredited correspondents with U.N.E.S.C.O. for the same purpose, without yet specifying the projects with which they will be concerned.

(b) **Mass Education (Community Development)**

514. By the term mass education is meant "a movement designed to promote better living for the whole community, with the active participation and, if possible, on the initiative of the community, but, if this initiative is not forthcoming spontaneously, by the use of techniques for arousing and stimulating it in order to secure its active and enthusiastic response to the movement." This definition was drawn up by the Colonial Service Summer Conference held at Cambridge in 1948, and during the last year effort has been directed to carrying into effect many of the recommendations of the Conference. There now exists a much wider appreciation of the concept of mass education or community development which in Africa is accepted as one of the central features of policy, while in other regions its importance is coming to be recognised to an increasing extent.

515. In a short review it is impossible to do more than mention a few of the interesting activities in this field and it is still too early in many cases to show what results have been achieved. In the Gambia the most

interesting development has been the Genieri nutritional experiment which was primarily designed to provide scientific data and a living experiment in agrarian economy ; other villagers are now beginning to ask for assistance to develop their villages along the lines which have been demonstrated by the Nutrition Field Working Party. The work of this party is more fully described in paragraph 597. In Sierra Leone the Mende literacy scheme, a joint undertaking of missions and Government, has been in operation since 1944 at Bo, which is the administrative headquarters of the Protectorate. The Literacy Bureau published in 1948 more than a dozen different new works, including general literature, primers and religious works. Some 20,000 copies were sold. In the year 1948-49 about 1,200 adults, mostly between the ages of 15 and 30, were awarded reading certificates and, in addition to this, 800 new readers were reported from missions and chiefdoms. In one of the chiefdoms, Nongowa, where three years ago it would have been impossible to find any literates, it would now be difficult to find more than one or two villages without their groups of literates. There are also other schemes operating in Sierra Leone which are of an essentially agricultural nature.

516. In the Gold Coast a most interesting experiment in leadership training has been conducted in Southern Togoland during the past year. Short courses lasting about a fortnight were given by mobile teams, whose aim was the training of local leaders. In the atmosphere of political ferment in the south it was necessary to interest the educated élite in social service and emphasise a sense of obligation to the community ; in addition there was a need to make life in the rural areas fuller, more vigorous and stimulating. Instruction on the courses was, therefore, devised not only to stress the obligation to undertake social service but to present opportunities for it in as interesting and dramatic a way as possible. The programme of a fortnight's course comprised instruction in how to organise mass literacy, physical recreation, first aid, discussion groups, music, women's activities, hobbies and handicrafts. Emphasis was deliberately not laid on material betterment. Indeed, all that is claimed is that in the short time available potential leaders were given the technical knowledge required to organise a few simple mass education activities, a glimpse of the possibilities in other directions and some awareness of their social responsibilities. The demonstration team included a school-master, a policeman, a medical assistant and welfare workers. They held a number of courses at which there was a large attendance, and experience in Togoland has shown that there are considerable possibilities in this approach. In addition to these mobile teams, arrangements have been made for grants-in-aid amounting to a total of £100,000, the purpose of which has been to stimulate the initiative of local bodies in undertaking minor development projects in collaboration with Government officers. Every district has had its share of these funds, though it cannot be expected that progress will necessarily be of the same quality everywhere. A minor project of interest was associated with an approved school, where the schoolboys assisted nearby villagers to rebuild their village on a better site a short distance away.

517. In Nigeria the emphasis has been equally varied. Mass literacy has been given prominence, and 26 literacy centres are now operating with about 30,000 adults attending classes. This has been particularly successful in the Northern Region in the Katsina Province. The Udi experiment has received national and international publicity through the film "Daybreak in Udi" which received an award in America for its outstanding quality as a documentary film. Out of experiments in literacy started in 1943 and 1944 has gradually grown a movement towards wide communal development by voluntary service. Here one of the clans of the Ibo tribe started a motor road to

link their village with the outside world. In one of the villages of this clan, Ogwofia, the literacy experiment developed into a village improvement scheme; the villagers have built themselves a village hall, a school building, a co-operative consumers shop, a reading room, a maternity home, a sub-dispensary and a small market. It was not until 1946 that other villages began to copy Ogwofia, but there are now some 40 communities in the Udi division which have embarked on plans for village development, some of which are quite as extensive as in Ogwofia. Mr. E. R. Chadwick, who was from the start intimately associated with this movement, has said recently that the literacy classes, although they produced few literates and appear to be dying out now, nevertheless had a considerable effect on morale which appears to be permanent. A scheme of a different nature is in operation at Anchau in the Zaria Province, where between 1938 and 1944 some 50,000 people were moved to a fly-free area to avoid sleeping sickness. The planned resettlement of Ibo farmers from the over-populated Eastern Provinces to the thinly inhabited forest country along the Calabar—Mamfe road is a further example of community betterment in Nigeria. A similar resettlement scheme was launched in March, 1948, for ex-servicemen by the Shendam Native Administration and has made good progress.

518. Northern Rhodesia has been divided into eleven development areas, each in charge of a development area team, and a number of interesting projects connected with peasant farming, fish farming, artisan training, school building and mass literacy have been started and in some instances have made rapid progress. In the Copperbelt the Government now maintains two full-time African mass literacy supervisors and seven others are working in other parts of the territory. Free training is also provided by the Government for African supervisors sponsored by outside bodies such as township management boards, missions, welfare organisations and Native Authorities. The number of new literates in 1948 was 11,000. Six community camps, designed to teach African urban schoolboys from the Copperbelt something of the rural way of life, were held in 1949. Although these camps are still in the experimental stage, most encouraging reports have been received of their effect on the character and morale of the boys taking part. In addition to undertaking projects connected with a whole range of rural activities, the boys also helped in the mass literacy campaigns in villages near their camps. The educational building teams assisting village communities in the building and upkeep of village schools continue to function, though a further extension of their work now awaits the development of junior trade schools and area schools where the necessary artisans can be trained.

519. In Nyasaland a community development project, financed by a free grant under the Colonial Development and Welfare Act, has been started in an area of 100 square miles to the north of Zomba. The aim is community development in the widest sense by enlisting the co-operation and fostering the initiative of the people concerned in tackling problems of local government, agriculture, health and education. The method is to set intensively to work in a small but thickly populated area a team of officers, European and African, drawn from the Departments of Education, Health, Agriculture, and Public Works, and led by an Administrative Officer. The first phase of this project is experimental and has only just begun, but it is hoped that it will suggest better techniques for community development not only in Nyasaland but elsewhere in Africa. If it proves successful, it is intended to extend the area more nearly to that of a normal administrative district and to strengthen the staff accordingly.

520. In Kenya a large number of community centres have been established under the supervision of eight district Welfare Officers who form part of

the provincial administration. Forty-two centres were operating before 1949 and during that year a further 22 were established. All the centres have trained welfare workers in attendance. Local native councillors are taking an interest in the work and are beginning to understand the importance of any project which educates their people in methods of self help. Extensive schemes of agricultural settlement and land utilisation have been undertaken under the control of a special department. The outstanding feature of this mass education in farming on economic lines has been the mounting enthusiasm and co-operation it has won. Voluntary cattle sales have been undertaken and communal labour for the construction of dams and of terracing has been willingly given. In these areas the spreading of manure on fields has now become a general practice.

521. In Uganda demonstration teams like those in Togoland have been operating since the war under the direction of the Department of Public Relations and Social Welfare. The principal function of this section is to supplement by its special techniques the work of district teams and departmental officers in extending and stimulating interest in the social and material welfare of the people. The demonstration teams touring the rural areas aim to combine entertainment and instruction, which is put across by a show of songs, music and sketches, by static displays of a practical nature accompanied by an informed discussion of the exhibits, by film shows, and by personal visits to all houses in the area before the team moves on. Community centres and clubs are being formed and in Buganda and Busoga there is keen interest in women's clubs on the lines of women's institutes in the United Kingdom. In 1939 a scheme of rural development was started at Ajeluk. After the war, though much had been done to make progress in the way of agricultural practice and improved housing, the spirit of self-help had died and the people refused to do anything unless they were paid for it. In 1948 it was decided to make an entirely fresh approach and, under the leadership of one of their own people, it now seems that they will be prepared to increase production to maintain the higher standard of living which had been provided for them by Government.

522. In Tanganyika a start has been made on a mass literacy scheme in the Pare area. The Mlalo basin rehabilitation scheme has latterly been making good progress: it involves rehabilitation of an overcrowded area suffering from deterioration of the soil and the demonstration of improved methods of land utilization and village betterment. There is a widespread network of social centres at which adult education activities take place; their success is proportionate to the amount of time which can be given for supervision.

523. In all these activities the work of literature bureaux, which aim to provide some of the reading material required for Africans, is of vital importance. In East Africa, following the recommendations of Mrs. Elspeth Huxley, an East African Literature Bureau was established in 1948 with headquarters in Nairobi and branches in the other territories. The work of the Bureau falls into five sections—text books for schools, general literature and African authorship, libraries, periodicals, publishing and distribution. Similar proposals for West Africa are under consideration though in northern Nigeria the Gaskiya Corporation has been in active operation for a long time. In Central Africa the Joint Publications Bureau of Northern Rhodesia and Nyasaland was formally set up on the 1st January, 1948.

524. Outside Africa mass education or community development is more closely associated with social welfare. The outstanding example of the successful application of community development techniques has been Jamaica Welfare Limited, which has now been superseded by the Jamaica Social

Welfare Commission. Originally the organisation started in 1937 as a non-profit making company financed from a voluntary cess on banana exports. It aimed at the development and welfare of the people of Jamaica particularly of the peasant class. Early in the war banana exports ceased and with them the contribution from the exporters. In 1943 a grant of £15,000 was made from Colonial Development and Welfare, and in 1944 a further grant of £150,000 over a 10-year period was approved. The constitution of the company was changed at the same time to provide for greater Government control and recently the company became a statutory commission with a quasi independent status. It is the intention of the Commission to continue the work of the old organisation, which covered a wide variety of schemes including the erection of community halls, agricultural projects based on co-operative action (tomato growing, potato growing, poultry rearing, soil conservation, purchase of farm implements), tree planting campaigns, home and village industries, community centres and village betterment programmes. The 3-F campaign (Food for Family Fitness) has been one of Jamaica Welfare's successful efforts in mass education. In association with Jamaica Welfare the 4-H Club movement, which provides opportunities for young people to acquire practical knowledge and skill in agriculture and home making, has been widely extended in Jamaica. In the other West Indian islands there are reports of similar activities but none of them are on the scale of Jamaica Welfare. In the Pacific a mass education project is planned for the small island of Moturiki in Fiji. The plans include rebuilding of houses, the erection of a district school, a literacy campaign, the formation of co-operatives, the development of local crafts and other similar activities.

525. In the United Kingdom an Advisory Committee on Mass Education (Community Development) was set up with a membership representative of the wide interests embraced by the conception. The Committee has been meeting regularly, reviewing progress made and meeting officers engaged on mass education in a number of different territories. A clearing house for information on mass education was set up at the Colonial Department of the University of London Institute of Education under a Colonial Development and Welfare scheme, and in December published its first quarterly bulletin. This received wide publicity in colonial territories and it is hoped that its principal contents will consist of contributions from individual practitioners engaged in field projects.

(c) Social Welfare

526. *Development Plans.*—Following the visits made by the Secretary of State's Social Welfare Adviser, Mr. W. H. Chinn, to South-East Asia, plans have been drawn up both in Singapore and in the Federation of Malaya. In Singapore a five-year plan, commencing in 1950 and costing almost \$16 million, provides for new premises for children's social centres, new boys' clubs, girls' clubs, hostels and camping grounds, homes for destitute and for handicapped children, a comprehensive probation service together with a remand home and another approved school, and provision of social assistance for the homeless, the destitute and those in need; a social research section will also be set up. In Malaya a five-year plan has been presented which envisages new homes for the aged and the poor, more centres for women and girls, four approved schools and eight remand homes, increased grants in aid for clubs, new working centres and community centres in rural areas, schools for the physically handicapped and social research. In Tanganyika a committee has reviewed the organisation of social welfare and recommended a much larger department which will promote community development, and their recommendations have been accepted. The Governments of Mauritius

and of Northern Rhodesia are anxious to obtain a Social Welfare Adviser. In West Africa the Governments are considering recommendations made by the Secretary of State's Social Welfare Adviser as a result of a visit which he paid during the course of the year. Finally, Jamaica Welfare Limited, which was one of the most original forms of voluntary organisation developed in the Colonies, has now given way to the Jamaica Social Welfare Commission, which is a statutory body financed from public funds: an application for a grant of funds from Colonial Development and Welfare to provide for continuation of the work is now under consideration.

527. *Treatment of Offenders.*—There are now over 100 probation officers and of these more than 30 have received Home Office training. All the major Colonies have made some provision for the establishment of probation and only a few of the smaller territories have yet to make a start. In Uganda, where probation was established during the year, there are now six African assistants who are supervising some 200 juveniles. In the Federation of Malaya a probation service training course has been established. Probation of adults is being introduced in Singapore and in Cyprus. In Somaliland legislation for juvenile delinquency has recently been enacted. The necessity for dealing with crime by prevention of delinquency at an early stage has found expression in legislative changes to provide better treatment for the delinquent young person in the laws of 12 territories.

528. More approved schools are being built and there are few of the larger territories which has no such provision. Funds are now being sought for four new approved schools in Malaya; a junior approved school is being built in the Gold Coast; in British Honduras a school has been reopened; in St. Vincent a central reformatory for boys is receiving consideration; and in Jamaica a prison camp for young offenders is projected at an old United States military installation named, appropriately enough, Warning Station. The schools at Lapithos in Cyprus, Bukit Timah near Singapore, Swedru in the Gold Coast and Isheri in Nigeria continued to do excellent work.

529. In the prison services there have been many advances. An increasing number of minimum security camps for selected long-term prisoners are being provided; they are economical, adaptable and show good results. Kingolwira in Tanganyika, for example, one of the earliest prison camps, now houses about 1,100 prisoners; 4,000 acres of bush are being brought under cultivation and a dairy herd is to be maintained; an air strip has been made to ease communications. The rate of recidivism at Kingolwira is less than one per cent. The development of vocational training continues and prisoners' earning schemes, particularly in Nigeria and the Gold Coast, where a novel and effective technique of payment, saving and spending has been devised, are a regular feature of most prisons. In Malaya the Prisons Department has become responsible for Re-education Camps. The use of corporal punishment in prisons has been much reduced. The custody in prison of lunatics, both civil and criminal, has received attention and plans for rehousing such persons in other institutions are under consideration in Nyasaland and Nigeria. In Tanganyika a new criminal mental hospital, to be run on the lines of Broadmoor, will be ready for occupation shortly. The importance of prison visiting at all levels has been emphasised. The only serious outbreak of violence during the year was at Zomba Prison in Nyasaland where two prisoners, one warder and one constable lost their lives; at Sapele Prison in Nigeria an ugly situation was averted by the District Commissioner, who was in charge of the prison, when he personally disarmed three ringleaders and restored order.

530. The Treatment of Offenders Sub-Committee, which includes experts in British practice as well as persons having colonial experience, met regularly and contributed notably to the promotion of modern measures in the Colonies.

531. *Child and Youth Welfare*.—The Singapore Children's Social Centres still represent the most constructive child welfare work being undertaken in the Colonies. In North Borneo a scheme of health teaching in the schools has been introduced. In Malaya there are a number of orphanages and other homes, one of which is run by the Save the Children Fund; the headmaster was killed in a wanton attack by bandits but the Fund have found a successor who is continuing the work. In Africa child welfare consists primarily of maternity work; in West Africa there are a few play centres and nursery schools. In the West Indies care of the destitute and homeless child is a substantial task; there are a large number of institutions often overcrowded and old-fashioned which constitute a difficult problem. In Jamaica it is hoped that the new and comprehensive Children's Ordinance, 1948, will come into operation shortly: Mr. E. B. Rodgers, J.P., who is the Secretary of the Jamaica Children's Authority, has spent part of the year in obtaining experience in the United Kingdom. In the Bahamas the Red Cross organise a school milk scheme, a crèche, and dental clinic and pay for a school nurse, and in Trinidad they have recently opened a children's convalescent home.

532. Children and young persons in need of care and protection are a preoccupation of the authorities not only in Hong Kong and Singapore but also in West Africa, particularly in Lagos. In all three areas vigorous efforts are being made to deal with the problem and attempts at rehabilitation are being made in hostels staffed for the purpose.

533. Physically handicapped children do not receive as much attention as they do elsewhere: this is perhaps inevitable in communities where, although the demand for education is intense, it cannot be met for more than a proportion of the population. Nevertheless work is proceeding, particularly in the Far East and in places like Malta and Mauritius where epidemics of infantile paralysis have left their mark.

534. Constructive youth work has made progress, principally in the great urban centres in the Far East, in the coastal towns of West Africa and in the West Indies. International voluntary organisations cover almost all territories, but as would be expected are stronger in some places than others; there are now 100,000 Boy Scouts and 32,000 Girl Guides in the colonial territories. Youth Councils have been established in 11 Colonies—in Jamaica, Trinidad, British Guiana, Malaya, Singapore, Hong Kong, the Gold Coast, Sierra Leone, Northern Rhodesia, Mauritius and Malta. Eight of these territories ratified the Charter of the World Assembly of Youth and became founder members. In Singapore the five-year plan devotes substantial funds to the development of youth work. Reference has already been made to the training in Youth Leadership in Togoland (para. 516); elsewhere in the Gold Coast the Red Cross Links have been strongly developed. In Sierra Leone the development of boys' clubs has been continuing; in Freetown there are a large number of youth organisations and keen interest is taken in youth work: an officer of the Social Welfare Department has recently returned from training in the United Kingdom to assist in developing the work. A gifted leader has done outstanding work in this field in Lagos. Perhaps the most encouraging feature of the work of the Colony Welfare Organisation in Lagos has been the establishment and development of the boys' club movement. At first clubs were run directly by the Social Welfare Officer, but gradually voluntary organisations were encouraged with financial

help from Government to establish clubs and now there are some 25 clubs, only one of which is run, as a demonstration club, by Government.

535. *Family Welfare*.—A new community centre in Accra is being built with funds provided by the United Africa Company; it will be controlled by the Social Welfare Department. In the Gold Coast, Kenya and Tanganyika there is now a widespread system of community centres which was extended further during the year. In a number of Colonies Citizen's Advice Bureaux and information centres exist, but in Lagos a heavy load of family case-work is shouldered by the Social Welfare Department.

536. Social insurance has not been introduced in most territories, but the achievement of the Falkland Islands, one of the smallest Colonies, should not go unrecorded—children's allowances are paid there at a more generous rate than in the United Kingdom.

537. *Rural Welfare*.—This has been largely covered in the section relating to community development (paragraphs 514-525). In Malaya the expansion of work centres is planned; they originally provided for destitute women (often widows, unmarried mothers or divorced women) to learn some useful and productive simple craft: in return for their labour they receive a free daily meal and a small cash payment. The establishment of such centres not only removes the danger of pauperisation but also trains a number of women so that they can become self-supporting.

538. *Other Activities*.—A social survey of Zanzibar was undertaken by Professor Batson of Capetown University and the results are being compiled. Plans are being made for the extension of social surveys to other urban areas in Africa.

539. Following the issue of the *Report on Blindness in African and Middle East Territories**, further consultations between the National Institute for the Blind and the Colonial Office resulted in the generous offer of £10,000 from the Institute, providing a similar sum was found from colonial sources; these funds were to be used to establish a new society for the prevention of blindness and the promotion of blind welfare. During the year the British Empire Society for the Blind came into existence and Mr. John Wilson, who was a member of the original delegation and is himself blind, was appointed secretary.

540. The great voluntary agencies of the United Kingdom, both missionary societies and others, continued to make a substantial contribution to the welfare of colonial peoples and devoted considerable time, money and energy to the problems of the Colonies. The British Red Cross Society has since the end of the war developed its overseas activities widely; it undertakes a broad range of welfare projects with a bias towards the health aspect, through the organisation of local branches of which there are now more than 30 in the Colonies. Help was given by the Lord Mayor's Fund for a blind school in northern Nigeria, and the International Children's Emergency Fund continued work in Malta and South-East Asia started last year (see also Chapter VII, paragraph 721). In addition women's social service organisations are increasingly undertaking welfare activities for those of all races who are in need.

541. *Training*.—The special social science course for colonial students provided by the London School of Economics has now fulfilled its function with notable success and 1949-50 was the last year in which a special course was held. Entrants in 1950 will be admitted to the ordinary general course. During the seven sessions 115 students nominated by their Governments have

* Published by H.M. Stationery Office, 1948.

been admitted. Other colonial students were admitted to various provincial universities. Specialist training, most frequently on the care of delinquents, continues to be provided in the United Kingdom for Colonial Service officers. Both the Probation Department and the Children's Department, Home Office, have been particularly helpful, and His Majesty's Prison Commissioners, who have done much for colonial prison officers, have recently arranged training for African cadet prison officers. Informal training is often arranged for visitors to the United Kingdom and for officials and others home on leave. A few lectures were provided experimentally for the wives of cadets in training.

542. *Recruitment.*—Although several trained Welfare Officers from the United Kingdom have been posted to the Colonies during the year, the supply is below the demand and recruitment continues to be extremely difficult, often because general and not specific experience is most desired. This lag in posting is a real hindrance and a number of important vacancies remained at the end of the year.

543. The Colonial Social Welfare Advisory Committee reviewed reports from the Colonies, heard first-hand accounts of conditions and offered advice on questions raised.

(d) Information Services and the British Council

544. Nineteen Colonial Governments now employ full-time Public Relations and Information Officers, and in many of the remainder special responsibility on a part-time basis for information work has been given to other Government officers, e.g. the Director of Education or a Secretariat officer. The Public Relations Departments in the large territories are being used to an ever-increasing extent to assist with agricultural or health campaigns by means of posters, films, filmstrips, etc., and with loudspeaker vans. Special attention is also given to spreading information about the proceedings of Legislative Councils through broadcasts, Government newspapers and pamphlets. As is only natural, the pattern of development in this comparatively new field is uneven but there is no doubt that the years since the war have seen a general recognition of the need for keeping the peoples of the colonial territories in closer touch with the activities of their Governments.

545. The development of a free, independent, responsible and reliable press continues to be an objective of primary importance. A notable step in this direction has been the award of nine scholarships enabling journalists from the Colonies to attend the Course in Journalism recently instituted by the London Polytechnic. A further course is to be held in 1950-51.

546. In addition, the successful visit to England in 1948 by a party of journalists from Malaya and Singapore was followed in 1949 by a similar tour arranged for journalists from Fiji, Hong Kong and Mauritius. Arrangements are being made for visits by West African journalists during 1950.

547. In several Colonies where newspaper finances do not permit such facilities, coverage of world news has been assisted by the relaying of Reuters' service by arrangement with the Colonial Government: and further help has been afforded in many territories by the relaying of London Press Service and the distribution of feature articles and ebonoid blocks for reproduction.

548. Arrangements have been made in a number of territories for technical help and instruction to be afforded to newspapers by the Government Printer: and visiting colonial journalists have taken advantage of the services of the Information Department in London in securing plant.

549. During the past year there have been important developments in the use of the radio and of the film.

550. Broadcasting is of great potential value in the Colonies, both as a means of information and instruction and as a means of providing entertainment. At the present time 16 territories have broadcasting or wire diffusion services, and a further six have both types of service. Of these, 10 are operated by commercial organisations and the remainder by Colonial Governments. But in spite of the wide coverage of these services it is estimated that there are not more than 1,200,000 listeners out of a total population of some 65,000,000. In the development of transmitting facilities invaluable help has been given by the B.B.C. which during the past year has either carried out special investigations or advised on the development of broadcasting services in the four West African territories and in Tanganyika, Uganda and Cyprus. In addition, the B.B.C. has drawn up a scheme to enable the West Indian Governments to make fuller use of the time allocated to them on the commercial broadcast services; while the General Post Office has prepared proposals for wire diffusion in Aden. In most cases these plans are now being considered by the Colonial Governments concerned, and special financial assistance has been offered to them under the Colonial Development and Welfare Act.

551. The development of receiving facilities has also received attention. Grants under the Development and Welfare Act have been made to the Federation of Malaya and Singapore to enable them to purchase community receivers for schools and villages; similar assistance has been offered to the West Indies. But a more significant development has occurred with the commercial production in bulk of a cheap, short-wave battery receiver designed specifically for tropical use. This set is now on sale in Northern Rhodesia (the initiative which led to its development came from the Information Department in that territory), and specimens have been sent to a number of other territories for testing. If this set fulfills its early promise, a set will be available for the first time which is cheap, easy to operate, and has sufficient range for the long distances often associated with colonial broadcasting.

552. The Colonial Film Unit is withdrawing from West Africa, having completed a successful training course for African technicians at Accra. It has been operating in East Africa throughout the year, and it has recently opened a training school in Jamaica for students from the West Indies. On the 1st April, 1950, the administration of the Unit, whose activities are financed under the Colonial Development and Welfare Act, was transferred from the Central Office of Information to the Colonial Office.

553. The Information Department in the Colonial Office, in collaboration with the Information Departments in the Colonies, has two additional tasks in which progress has been made during the past year—the promotion of closer understanding between the people of Britain and the people of the Colonies; and the supply of information about the Colonies to foreign and Commonwealth countries. In both these fields every effort has been made to help existing agencies—the Press, the B.B.C., film companies, etc., and direct official action is confined primarily to filling any gaps in the services offered by these agencies.

554. The flow of information from the Colonies to Britain has increased greatly. Both the United Kingdom Press and the B.B.C. have “covered” colonial affairs extensively during the past year by sending special correspondents to colonial territories and in other ways—the Colonies figured prominently, for example, in the B.B.C.’s annual Christmas broadcast before the Speech of His Majesty the King. The campaign sponsored by the Colonial Office to increase the interest of the British public in colonial affairs was

given notable assistance by "Colonial Month" in London, which was inaugurated by His Majesty the King in June, 1949, and by the exhibition—"Focus on Colonial Progress"—which was organised by the Colonial Office and the Central Office of Information in London during the summer. The exhibition was visited by over half a million people, including some 800 organised parties of schoolchildren. Other activities in the campaign have included nearly 9,000 lectures on colonial subjects given under the auspices of the Central Office of Information and the Imperial Institute during the past two years with the assistance of over 200 Colonial Service officers who volunteered their services during their leave. Production has also continued of booklets, films, film strips and picture sets about the Colonies. The time is not now far distant when it will be possible to claim that a full range of basic information about the Colonies is available in all these media.

555. The flow of information to the Colonies has been maintained by photographs, posters, films and periodicals in addition to the articles and background information provided by London Press Service.

556. Among the most valuable ways of developing a better understanding of Britain among the people of the Colonies is through the British Council. During the past year the Council has been invited to expand its activities in the Colonies, and Council Representatives have recently been appointed in Fiji, Mauritius and Uganda. Representatives are to be appointed in the near future to Tanganyika, Northern Rhodesia, Nyasaland and Sarawak. There will then be Council representation in all but the smallest colonial territories. The Council's work in the Colonies is laying particular stress on adult education activities. In addition it is rendering notable service in the development of centres where people of all races meet to discuss matters of common interest, and in providing short-term "bursaries" to enable visitors from the Colonies to study various aspects of British life. A number of lecturers have also visited the Colonies under Council auspices.

557. Responsibility for the dissemination of information about colonial affairs in Commonwealth and foreign countries rests with the Commonwealth Relations Office and the Foreign Office, but the Colonial Office has continued to supply written and visual material about the Colonies for this purpose. The need for this work is evident from the volume of uninformed criticism directed against British colonial policy by certain foreign countries. Special mention should be made of films in this connection; films on colonial subjects have been shown during the past year at various international gatherings including the Food and Agriculture Organisation and the Trusteeship Council at Geneva, and have proved most useful in showing foreign delegates something of the problems of the British colonial territories and of the action being taken to overcome them. It is worthy of note that the film "Daybreak at Udi", made by the Crown Film Unit for the Colonial Office, was judged by the American Academy of Motion Picture Arts and Sciences to be the best feature-length documentary film of 1949, and was the only British film to figure among the Academy's awards for that year.

(e) Labour

558. *Staff and Training.*—During 1949-50 visits were made by the Colonial Office Labour Advisers to a number of territories. In January, 1950, the Principal Labour Adviser, Mr. E. W. Barltrop, left the United Kingdom for an extended visit to Central and South Africa and the Belgian Congo to study in particular problems of migratory labour. The Assistant Labour Adviser, Mr. E. Parry, visited Kenya and Uganda during October and November, 1949, to confer with the Colonial Governments on questions of statutory wage-fixing machinery and industrial relations. In February, 1950,

Miss S. A. Ogilvie, Assistant Labour Adviser, left for a tour of several months in the West Indian territories, to study in particular conditions of women and young persons in industry.

559. Good progress was made in the training in the United Kingdom of officers holding appointments in colonial Labour Departments. During the course from April to July, 1949, 20 officers from 17 different countries, the majority of whom were recruited overseas, were in training here. At the course from October to December, 1949, there were 20 officers from 17 other territories. These courses, held regularly twice a year, cover industrial relations, including conciliation and arbitration, trade unions, joint industrial and wages councils, factory inspection, employment exchange service and vocational training.

560. *Labour Conditions*.—It is not possible, in the compass of this report, to make a detailed study of the steps taken to improve conditions of labour in every British colonial territory, but such questions as the adequacy of wages and the improvement of living conditions were kept to the fore in the considerations of all Colonial Governments, as well as the importance of improving, where necessary, the legislation on matters such as workmen's compensation, factory inspection, hours of work and the protection of women and children in industry. A useful indication of the volume of labour legislation existing in the Colonies and the desire of Colonial Governments to establish reasonable labour standards can be gathered from the Annex to Cmd. 7865 which contains a declaration by His Majesty's Government, made after full consultation with Colonial Governments, on the extent to which five recent International Labour Conventions concerning non-metropolitan territories will be implemented in British colonial territories. The Conventions in question are:

Convention No. 82, concerning social policy in non-metropolitan territories, which covers a very wide field. It lays down certain general principles in the application of social policies in non-metropolitan territories and the promotion of economic advancement. In addition, the Convention contains special provisions relating to improvement of standards of living, the protection of the rights of migrant workers, the encouragement of collective bargaining for the purpose of establishing minimum wages, non-discrimination on grounds of race, colour, sex, belief, tribal association or trade union affiliation, and the promotion of education and training.

Convention No. 83, concerning the application of international labour standards to non-metropolitan territories, which contains, in a schedule, 13 existing International Labour Conventions. The form of the Convention enables consideration to be given by the Member State concerned to the extent to which these Conventions may be applied to the non-metropolitan territories for which that Member is responsible. Since the Conventions may, in certain circumstances, not have been ratified on behalf of the metropolitan territories concerned, Convention No. 83 represents a new departure in International Labour Organisation practice. The 13 Conventions contained in the schedule, as amended at the 31st Session of the International Labour Conference, are as follows:

- (1) The Minimum Age (Industry) Convention (Revised), 1937
- (2) The Minimum Age (Sea) Convention (Revised), 1936
- (3) The Minimum Age (Trimmers and Stokers) Convention, 1921
- (4) The Medical Examination of Young Persons (Industry) Convention, 1946
- (5) The Medical Examination of Young Persons (Sea) Convention, 1921

- (6) The Night Work of Young Persons (Industry) Convention (Revised), 1948
- (7) The Maternity Protection Convention, 1919
- (8) The Night Work (Women) Convention (Revised), 1948
- (9) The Underground Work (Women) Convention, 1935
- (10) The Equality of Treatment (Accident Compensation) Convention, 1925
- (11) The Workmen's Compensation (Accidents) Convention, 1925
- (12) The Marking of Weight (Packages transported by Vessels) Convention, 1929
- (13) The Weekly Rest (Industry) Convention, 1921.

A number of these Conventions have not been ratified by the United Kingdom in respect of its metropolitan territory.

Convention No. 84, concerning right of association and the settlement of labour disputes in non-metropolitan territories, which seeks to protect the rights of employers and employed to associate for lawful purposes and, in particular, the right of trade unions to conclude collective agreements with employers' organisations. It also proposes that conciliation machinery for the rapid settlement of industrial disputes should be encouraged.

Convention No. 85, concerning labour inspectorates in non-metropolitan territories, which contains provisions relating to the status, duties and rights of such inspectorates.

Convention No. 86, concerning the minimum length of contracts of employment of indigenous workers, which provides for the regulation by agreements of the maximum periods of service for single workers and for workers accompanied by their families.

561. *Labour Disputes.*—While the various Labour Departments were successful in settling numerous disputes and thus preventing many unnecessary strikes, there were several stoppages of work resulting from strikes called often without resort to the normal machinery of negotiation.

562. In the Gold Coast some 500 employees of the Oil Storage Company at Takoradi went on strike in May, 1949, for several weeks. Because of the importance of the industry, it became necessary for Government to maintain the service by the employment of troops. The dispute arose over a claim for a bonus payment in addition to basic pay and was eventually settled by the review of a year-old agreement with the workers. As is explained in Chapter II, para. 106, the general strike which was called by the Gold Coast T.U.C. on the 8th January, 1950, could not be regarded as an ordinary trade dispute and was declared illegal by the Government as being designed to coerce the Government by inflicting hardship on the community.

563. In July, there was a brief but serious stoppage of work on the Nigerian Railway involving all branches of the railway service. Many of the claims of the railwaymen were identical with those decided by arbitration a few months previously. All efforts to persuade the unions to call off the strike proved abortive and on the 28th July, after the strike had been in operation for seven days, notices were posted warning the employees taking part in it that they had rendered themselves liable to dismissal. On the 2nd August the workers adopted a resolution to return to normal work and on the 6th August the Governor appointed a Commission

of Inquiry (i) to investigate the cause and circumstances of the existing unsatisfactory labour situation on the railway, (ii) to review the existing machinery for settlement of trade disputes and for the removal of grievances on the railway, and (iii) to make recommendations on both these matters. Unfortunately, however, the unions decided to boycott the Commission. The Report of the Commission was published locally at the end of 1949. Action by the Government of Nigeria on the report was deferred pending the findings of the Commission of Inquiry on the disturbances at Enugu arising from the go-slow strike at the Government Colliery in November, 1949, since it was considered that the findings of the latter Commission might affect some of the wider recommendations in the Report of the Commission on the Railway. A trade dispute was also declared by the Nigerian Clerical Workers' Union as a result of a decision by the Nigerian Government to uphold the recommendations of the Harragin Report that a differentiation between the salary scales of clerical and technical workers should be maintained in favour of the technical workers. Eventually the Governor of Nigeria and the union concerned agreed to the appointment of an independent arbitrator from the United Kingdom. Sir Drummond Shiels was appointed for this purpose and his report and award were published locally in February, 1950. It is not out of place to mention here that the training of trade unionists is a matter to which the Government of Nigeria is paying much attention. Apart from local summer schools organised by the Labour Department, the Government have made funds available for six trade unionists to come to the United Kingdom during 1950 for training under arrangements made with the British T.U.C.

564. In Kenya, an attempt was made in October, 1949, to organise a widespread strike and, as a result, a partial stoppage of all public transport services took place in Nairobi. The stoppage was not the result of a trade dispute in the normal sense but was organised as a protest against municipal by-laws relating to qualifications required by drivers of taxi-cabs. There was little doubt that the men had been misled as to the real issues involved and efforts made by the Labour Department to inform them correctly were successful in bringing about a resumption of work.

565. In Hong Kong, a strike of tramway workers occurred during the latter part of December, 1949, and lasted several weeks on a claim by the workers for a "special allowance" of 3s. 9d. a day additional to the rehabilitation or cost of living allowance. The strikers were unwilling to have the case referred to arbitration although the employers had declared their willingness to accept this method of settling the dispute. The dispute was eventually settled by arbitration.

566. Other major stoppages of work which took place in 1949 occurred among railway and bus workers in Mauritius and the general workers of the Falkland Islands. In Mauritius, the strike was called off on the basis of a statement made on the authority of the Government in the Legislative Council. In the case of the Falklands workers, the dispute was settled by arbitration.

567. Statements of conditions in the sugar industry of certain West Indian territories were contained in two important reports published towards the end of 1949, namely, the Report of the Commission of Inquiry, under the chairmanship of Lord Soulbury, into the working of the sugar industry in Antigua and St. Kitts, and the Report of the Commission of Inquiry, under the chairmanship of Dr. J. A. Venn, into the organisation of the sugar industry of British Guiana (Colonial No. 249).

568. *International Trade Union Conference.*—As a sign of the desire of colonial trade unions to dissociate themselves from Communist-dominated international organisations, it is of interest to note that colonial trade unionists from British Honduras, British Guiana, Barbados, Dominica, St. Kitts, Grenada, Trinidad, Sierra Leone, the Gambia, Mauritius, the Federation of Malaya, Hong Kong and Cyprus attended and took an important part in the proceedings of the World Labour Conference held in London from the 28th November to the 9th December, 1949, at which the new International Confederation of Free Trade Unions was inaugurated.

569. *Other Matters.*—Inter-territorial consultation on matters of common interest took place at the regional conferences of the Labour Officers of West Africa and East Africa.

570. The Colonial Labour Advisory Committee composed, apart from officials, of persons qualified by their personal experience to advise on colonial labour problems and conditions, met on seven occasions during 1949-50. Sub-Committees of the main Advisory Committee met four times.

(f) **Medical and Health Services**

571. Among the more dramatic achievements of the year were the complete eradication of anopheline mosquitoes, and thereby malaria, from Cyprus, and the accomplishments of the Mosquito Control Service in British Guiana. The campaign against malaria in Cyprus opened in 1946 and its successful conclusion was announced early in 1950. The opening attack was made on one species of malaria-carrying mosquito in a selected area some 500 square miles in extent. It met with such success that a campaign to cover the whole island and all vectors was planned. The task was heavy but the attack was pressed home despite some disappointments and in the face of many obstacles. In three years the island was cleared of indigenous malaria-carrying mosquitoes and the population was freed from a formidable menace at a cost of £300,000 or approximately 13s. per head. The eradication campaign was carried out, not by experienced expatriates, but by locally-trained Cypriots working with zeal and efficiency under the inspiring leadership of a Cypriot organiser, to whose vision, enthusiasm and knowledge of his fellow countrymen much of the success of the campaign is due. In British Guiana, as a result of the activities of the Mosquito Control Service, the chief malaria vector has disappeared from the areas under control. There has been a striking fall in malaria incidence in the Colony since most dwellings have been sprayed indoors with D.D.T. Whilst the same measure of success has not been achieved against other disease-carrying mosquitoes, substantial progress has nevertheless been made.

572. The effect of these and similar public health measures is to be seen in the great improvement in certain vital statistics, notably a progressive fall in the infant mortality rate, which is taking place in many territories. Although full statistical returns for 1949 are not yet complete there are already positive indications that the general trend is eminently satisfactory, foreshadowing a marked increase in expectation of life and a resultant strengthening of the virility of the indigenous populations.

573. The one factor militating most strongly against the development of medical and health services has been the continuing shortage of fully-qualified doctors. That so much has been done reflects great credit on those who have borne the burden of additional tasks and increased responsibility. Recruitment of new staff throughout the year has not, at any time, kept pace with requirements, and at the end of 1949 outstanding vacancies for

medical officers totalled 198. During the year representatives of the Colonial Office have visited most of the medical schools in England, Scotland and Wales in an endeavour to interest senior students and recent graduates in the Colonial Medical Service.

Medical and Health Policy

574. There has been no change in the overall policy of a strong preventive bias in health planning. It is realised that, although it is essential to maintain adequate curative facilities, the main battle must be fought and won at the source. Rightly, too, in keeping with modern trends, the science of social medicine is now taking its place in departmental planning. This is best illustrated, perhaps, by the attention given to school children both in the schools and, by follow-up systems, in their homes. A school health service has, in fact, become an established branch of the medical department in many territories. Again, greater emphasis is being placed on positive health in industry, and close co-operation is maintained between medical departments and the authorities responsible for the conduct of community development (mass education) schemes. Parallel with the policy of prevention runs the principle of exploiting to the fullest degree the potential of locally-trained medical, health, nursing and technical staff.

Preventive and Social Medicine

575. Special measures for the control of endemic diseases of particular significance to the economy of individual territories and the physical welfare of their peoples are dealt with in subsequent paragraphs. In general, progress has been made possible by the use of locally-trained staff and, particularly in the West African Colonies, by the organisation of epidemic teams. In some cases these teams have developed from the trypanosomiasis service; by their use, serious epidemics of such diseases as cerebro-spinal meningitis and relapsing fever have been localised and brought under control in Nigeria and the Gold Coast. There is a general tendency, too, for the dispensary system, at one time predominantly curative in function, to assume a more active preventive role, new units being described and organised as health centres. In some territories, notably Cyprus and Malaya, the mobile health clinic system has been inaugurated and is functioning successfully; the maritime version of this type of unit is now to be found serving the riverine populations of North Borneo and Sarawak. Specialised mobile child welfare clinics are also in use in Fiji and other territories. The mobile maritime dispensaries of Sarawak merit special mention. It is proposed that ultimately there shall be 16 of these craft; the two which have been in operation during 1949 have proved completely successful. Valuable information has been obtained on the operation, constructional detail and management of the craft and, in the main, touring schedules were well-maintained despite floods and other navigational hazards common to tropical inland waterways. The most gratifying feature has been the reception given by the peoples living in remote places whom the dispensaries are designed to serve, the total attendances in the two units amounting to over 36,000 patients. The dispensaries also provided valuable medical intelligence and it is clear that, when all 16 are operating, the control of infectious disease and epidemics will be greatly facilitated.

576. The training of hygiene orderlies in Uganda, to which reference was made in the Report for 1948-49 (Cmd. 7715), has fully justified itself; trained pupils, equipped with theoretical knowledge and considerable practical dexterity, are working well among their own people in rural areas. Facilities exist in many territories for the training of Assistant Health Inspectors to

the more advanced standard of the overseas Royal Sanitary Institute certificate, a standard which is becoming progressively higher as the educational background of the pupils improves.

577. The advent of insecticides such as D.D.T. and gammexane has enlarged the scope of direct preventive measures, and these agents are now being used extensively in the interior spraying of houses and in other ways to control the insects which carry such diseases as malaria, relapsing fever and onchocerciasis; their use against the tsetse fly is still under trial in Africa.

578. *Leprosy*.—The hope of cure promised by the recently-introduced sulphone-derivative group of drugs has materially changed the outlook in leprosy and there is evidence that a change of policy in the control of leprosy is taking shape. The tendency is to place increased emphasis on the relatively rapid amelioration of symptoms which is now becoming possible, in the hope that the dread of the disease, and the disinclination to surrender for treatment in isolation, will be overcome. On the scientific side, notable research work has been carried out in Nigeria on the pure drug diamino-diphenyl-sulphone. This drug is very much cheaper than the derivatives in general use and the indications are that it may be possible to use it on a large scale, well within the financial scope of colonial territories. In East Africa, the inter-territorial leprologist has conducted leprosy surveys in Kenya, Uganda and Tanganyika. Some subsidiary work has yet to be completed but extensive sampling has enabled the leprologist to make a preliminary estimate of the incidence of the disease. The basic facts have been elicited and the three Governments concerned have been advised on the essentials of leprosy control and policy; the action to be taken is still under discussion. In Nigeria, the Leprosy Service, constituted as a branch of the Medical Department, has become firmly established and it is planned to extend its scope in full co-operation with the missionary bodies on whom a large part of the curative and preventive work devolves. A leprosarium has been established at Tetera in the British Solomon Islands Protectorate. The settlement was opened on the completion of residential accommodation for 24 patients. This accommodation was soon filled and building work is proceeding, the intention being to expand the leprosarium to accommodate 120 inmates.

579. It is satisfactory to note that all territories are devoting serious attention to this grave social disease and are taking such steps to control it as circumstances permit. In general, it is now fully realised that patients who have been cured of leprosy are the best propaganda agents, and it is hoped that, as the volume of cures increases, greater numbers of sufferers will be encouraged to present themselves for treatment.

580. *Tuberculosis*.—Modern methods are increasingly being applied to the control and treatment of tuberculosis in colonial territories. All Governments are giving serious thought to the matter, which is recognised as being an outstanding medico-social problem. It is gratifying, too, to note that the colonial peoples themselves are realising the need for full co-operation and are demanding increased provision for prevention and treatment, a fact which is often demonstrated in a practical way by the activities of local associations. In London, the subject has been considered so important that the Secretary of State has appointed a special consultant on tuberculosis, Professor Heaf, Professor of Tuberculosis in the University of Cardiff; with his advice and that of the Colonial Advisory Medical Committee plans are being considered for a co-ordinated attack on the disease in all parts of the Colonial Empire.

581. In Kenya, an extensive survey of the problem was completed in 1949 by an officer specially seconded for the purpose. The valuable data obtained from the analysis of his findings are being studied. Another medical officer, who had been granted extended leave for a study of the disease from the clinical and sociological angles, has returned to Northern Rhodesia and, at the end of last year, was engaged in working out a systematic approach to the problem in that territory. Dr. Santon Gilmour has visited Uganda and submitted a report on the conditions which he found in the Protectorate. In West Africa no set surveys have been possible, but opinions on the epidemiology and pathology of the disease are beginning to crystallise and it seems likely that the primary problem may be found to be that of protecting the migratory section of the population who leave relatively safe areas in the hinterland for remunerative occupations in the large towns and industrial centres. In Fiji, great popular interest has developed and an Anti-Tuberculosis Fund has been inaugurated as part of the Colony's War Memorial ; within three months of the launching of an appeal for funds more than £50,000 had been subscribed and to this sum Government contributed an additional £20,000. The system of registration and follow-up developed in the previous year has expanded, and it has been possible to begin protection of certain groups by the use of B.C.G. vaccine. In the Far East, there are active Tuberculosis Associations in Malaya and Singapore and both curative and preventive work is progressing on a considerable scale. In the Federation of Malaya, for example, over 2,600 beds are now available for tuberculosis cases. Good facilities for modern treatment are provided in Penang, Malacca, Johore Bahru and, to a lesser extent, in all the larger hospitals elsewhere in the Federation. In Hong Kong, there is also great popular interest among certain sections of the population and much has been achieved in spite of the fact that progress is hampered by the over-crowding which has been accentuated during the year. In Bermuda, arrangements have been made for the care of the relatively few cases found as a result of a mass radiography examination of the whole population. In other parts of the British West Indies, an out-patient clinics system has been developed as subsidiary to the sanatoria which previously existed, and in some cases it has been found possible to increase the number of sanatorium beds available. Aden provides a further example of the practice of combining hospitalisation of selected cases with some domiciliary treatment and observation.

582. The major question of the use of B.C.G. vaccine has received the most careful consideration by all concerned. While the general policy is to aim at B.C.G. vaccination on the widest possible scale, the use of the vaccine has so far been limited owing to the fact that, in the liquid form, it remains active for a very short period only, and is therefore unsuitable for transport to distant countries. Local manufacture of the vaccine has been considered by certain Colonial Governments, but no plants have in fact been set up ; indeed, a cautious approach appears to have been justified since a study of the potentialities of the freeze-dried vaccine, with its much longer period of viability, may well bring about a material change of outlook in the matter.

583. A number of medical officers from colonial territories attended the Second Commonwealth and Empire Health and Tuberculosis Conference held in London in July, 1949, at which the session devoted to the organisation of comprehensive tuberculosis schemes in British Colonies was opened by the Secretary of State. The Conference, which lasted four days, was organised by the National Association for the Prevention of Tuberculosis and provided an invaluable opportunity for a full discussion on tuberculosis control in all its aspects. Colonial territories are again indebted to the National Association

for the award of scholarships for courses in tuberculosis work in the United Kingdom: the six successful candidates for 1949 came from the Federation of Malaya, Jamaica, Trinidad and Singapore. A prize of 100 guineas for an essay on the control of tuberculosis in colonial territories has been awarded by the Association to Dr. V. W. Hetreed of Nigeria.

584. *Malaria*.—Reference has been made in paragraph 571 to the eradication of malaria from Cyprus and to the highly successful work of the British Guiana Mosquito Control Service. Although results elsewhere have not been so dramatic, very great general progress has been made and it may now be said that, with few exceptions, malaria need no longer be regarded as a health problem of the first importance, provided that reasonable individual precautions are taken. In Mauritius, a full scale malaria control programme is being carried out with assistance from Colonial Development and Welfare funds and, although some time must elapse before final results can be assessed, present indications are that a very great measure of success can be expected. The programme of large-scale drainage works has been continued in Nigeria and Sierra Leone, and the effect of continued effort on general lines is seen in Northern Rhodesia, where the danger of contracting malaria is now almost insignificant in the larger towns. In East Africa, a malaria service is being organised on an inter-territorial basis; although its main function will be research and training it will also act in an advisory capacity when called upon to do so. Spraying of dwelling houses by insecticides, notably D.D.T. and gammexane, has been widely adopted as a method of reducing anopheline density and so preventing malaria. It has been reported on satisfactorily from many territories as being effective in both European and traditional local dwellings, and in Somaliland it has also been used with success in the portable dwelling used by the nomadic population. The Malaria Research Division of the Malayan Institute for Medical Research has carried out trials with D.D.T. and gammexane in experimental trap-huts and has found both insecticides highly lethal to *Anopheles maculatus*, the most important malaria-carrier in Malaya. Experiments are now in progress to test the value of these insecticides in Malay villages situated in a malarious rice-growing area. The experiments will cover a period of three years and are being financed by a grant from Colonial Development and Welfare funds.

585. *Yellow Fever*.—As a result of research work carried out by the Rockefeller Foundation in co-operation with the Colonial Office, much more is now known about this disease than ever before. Within the past year, Dr. Hahn of the Rockefeller Foundation, working at the Research Laboratory in Lagos, has produced a scratch vaccine utilising the 17D Strain for which international recognition is being sought. When this vaccine can be made in sufficient quantities it will be possible to envisage the protective inoculation of millions of people in Africa.

Curative services

586. The main difficulty with which most territories have been faced throughout the year has been that of providing hospital beds in sufficient numbers to meet growing demands. The problem is rendered more complex and difficult of solution by three main factors: an increasing tendency to urbanisation, improvement in transport facilities and an established faith in the value of hospital treatment. Although, therefore, much has been done to offset the interruption to building programmes caused by the war, the demand for beds is still often greater than the supply, and the growing capital and recurrent costs of hospital construction and maintenance presents a serious

economic problem. But despite these practical difficulties progress in building operations has been considerable: many extensions and improvements to existing units have been possible and in a number of cases construction of completely new hospitals is well advanced. In Northern Rhodesia, the new 150-bed hospital at Broken Hill is nearing completion; the new district hospital at Burao in Somaliland Protectorate has been opened; the new mental hospital in Zanzibar provides 130 beds; and plans for the ambitious scheme for the teaching hospital in Jamaica are well under way. In North Borneo, a maternity unit has been set up in Jesselton Hospital and a completely new hospital of 40 beds is nearing completion at Kota Belud. A ward for women suffering from tuberculosis has been added to the General Hospital at Kuching in Sarawak, and a second wing of the Nurses Home has been opened; in addition, substantial improvements have been made to the pathological laboratory. At Sibu, in the same Colony, a 16-bed maternity ward with labour room and ancillaries has been erected, the cost of this unit being met by a contribution from the Sibu Annual Regatta Fund. An estate hospital of 30 beds, comprising administration block, general and maternity beds and operating theatre, was opened in 1949 at Labourdonnais in Mauritius. In Grenada, alterations and improvements to the Colony Hospital include the enlargement of the children's ward and the provision of a modern casualty department; a new district hospital of 32 beds is under construction and two health centres were erected and brought into use during the year.

Nursing

587. The recruitment of trained staff from the United Kingdom for senior nursing appointments in the Colonies has become more difficult during the year, and, with resignations on account of marriage continuing to occur in large numbers, many territories are experiencing serious shortages. The number of colonial students training as nurses and midwives in the United Kingdom has continued to increase, and some of these students have almost completed the training and acquired the experience necessary for membership of Queen Elizabeth's Colonial Nursing Service. Suitable students from Fiji are proceeding to New Zealand for nursing training. In the colonial territories themselves, the training of nurses continues to develop satisfactorily, and the scheme under which suitable nursing sisters are assisted to obtain a sister tutor qualification is already having the effect of improving standards of training in several territories. This scheme has been extended to include suitable colonial-trained nurses and to permit other courses of post-graduate training to be taken; by this means, qualified public health nurses and nurse administrators will become available in increasing numbers.

588. Developments affecting the recognition of colonial training schemes for the purpose of State Registration in the United Kingdom are expected to follow the passage of the Nurses Act, 1949, and helpful discussions in the matter have taken place with the General Nursing Council for England and Wales.

589. A training school for dental public health nurses has been started in Penang. At the same time the Nurses Training School at Penang is being enlarged to provide for the training of public health nurses. Four local nurses, awarded fellowships by U.N.I.C.E.F., are training in the United Kingdom, two as sister tutors and two in child care and nursing of sick children; until they return and take up duty at the school, four instructors will be supplied for one year to inaugurate the new course.

Panel of Consultants

590. Visits were paid to East and West Africa during 1949 by distinguished consultants appointed under the six-year scheme inaugurated in 1947 and made possible by the generous financial assistance and co-operation of the Nuffield Foundation. The six visitors for the year were specialists in ophthalmology, paediatrics, internal medicine, venereal diseases, industrial health and tropical medicine. All visits were completely successful and fully appreciated by medical officers and Governments. Many constructive suggestions have been put forward by the consultants both during their tours and on their return to this country and it is clear that the scheme will do much to keep progress in all branches of medicine in the African colonial territories in line with modern trends in the United Kingdom.

Medical information

591. The Bureau of Hygiene and Tropical Diseases, an organisation set up some 40 years ago under the ægis of the Colonial Office, continues to produce its two monthly abstracting journals, the *Tropical Diseases Bulletin* and the *Bulletin of Hygiene*, and also, at longer intervals, the *Supplement to the Tropical Diseases Bulletin* in which are summarised the Annual Reports of Colonial Medical Departments. The Bureau's primary purpose is to provide authoritative abstracts of current medical literature bearing on hygiene and tropical medicine, so that officers in the Colonies, and particularly those working in outlying posts, may be kept in touch with developments in curative and preventive medicine and with progress in medical research in other countries. There is evidence that, besides fulfilling this primary function, the Bureau, through its publications and other services, is increasingly appreciated throughout the world as a source of accurate medical information. The Bureau is partly maintained by a Parliamentary grant-in-aid and by contributions from Dominion and Colonial Governments, and is under the general control and direction of an Honorary Managing Committee appointed by the Secretary of State.

(g) Nutrition

592. The guiding principle in the work taking place on colonial nutrition is the need both for investigations to obtain a better understanding of present-day colonial diets and of their relation to health and disease, and for active measures to teach and apply existing knowledge in order that colonial peoples may attain a better and more balanced level of feeding. The activities of the Central Nutrition Organisation are designed to help all colonial territories; research work is centred on the Human Nutrition Research Unit in London and the Field Research Station in the Gambia, while training and advisory facilities on colonial "applied nutrition" are being developed in the Nutrition Section of the London School of Hygiene. The Organisation has also been closely concerned with the Field Working Party project in the Gambia.

593. The Human Nutrition Research Unit, established in London by the Medical Research Council in 1944, devotes much of its attention to the problems occurring among tropical peoples. During the first four years an immediate start was made on certain fundamental investigations, for instance into liver metabolism and the healing of skin, which would aid in assessing the need for certain nutrients and in tracing how they are used in the body. Mainly, however, the staff of the unit were engaged in working out improved laboratory techniques for the study of nutritional diseases and food constituents, while new methods were also developed in the milling, drying and fermentation of foods.

594. Since the setting up in 1947-48 of the Field Research Station at Fajara in the Gambia, in close association with the Medical Research Council's Unit in London and with mutual interchange of staff, the investigations of tropical nutrition have moved forward into an active phase. Preliminary studies have shown that, although improvement of Gambian diets is much needed, ill-health is very frequently caused by parasitic and infectious conditions. Special attention is being given to this problem in its relation to malnutrition and particularly to protein deficiency. Various lines of enquiry are being followed, including measurements of the quantity and value of the proteins in Gambian foodstuffs, especially in the staple millets and sorghums; the daily level of protein metabolism among children; the influence of infectious and parasitic conditions on the protein found in the blood, and the extent to which food protein may be used up in defence reactions against these diseases.

595. Observations have also been made on a type of liver cirrhosis frequently found among adults and children in the research wards at Fajara and thought to be related to malnutrition. In relation to cereal milling, biochemical studies have been carried out on some of the local foods made from cereals; plans are in hand for a mill capable of processing the main tropical grains. Laboratory work in London on the parboiling of rice (which causes a more even distribution of the vitamins naturally occurring in the outer layers of the rice grain, and thus reduces the loss of vitamins during milling) was completed during the year, and a report is in the press. Studies on the digestibility of parboiled rice have given encouraging results.

596. In the Nutrition Department of the London School of Hygiene, formed in 1946, the provision of teaching on nutrition has been widened to meet the steadily increasing demand. In addition to the normal instruction given during the courses for higher medical diplomas, short courses in applied nutrition were arranged during the year for West African student teachers, colonial labour officers and domestic science teachers. Lectures were also given to administrative, forestry and agricultural officers, and to planters and miners. Introductory courses in tropical nutrition were started during the year for newly-appointed colonial nursing sisters; between April and December, 1949, 74 sisters attended these one-week courses. Other work of the Department included the analysis of food consumption data collected by the Gambia Field Working Party, and preparations for a new edition of the tables of tropical food values. Members of the staff have visited the Gambia and Northern Rhodesia in connection with dietary and clinical nutrition surveys.

597. For the Field Working Party at Genieri, a hundred miles up the Gambia River, the past twelve months formed the third year in its programme of research and experimentation. The basic objective of the scheme is to explore the possibilities of introducing improved methods of food production and use into an African village, in order that better standards of living and nutrition may be attained. To follow the changes resulting from the new techniques, survey data on medical, nutritional and agricultural conditions have been collected by the Working Party during the three years; as the work proceeded, these studies were extended to cover many other aspects of village life. A central question in the work is how far it will be economically possible for mechanised agricultural methods to supplement the hoe. Experiments in mechanisation and related studies on soil conservation and balanced husbandry have been carried out for the last two years. All costs are being carefully assessed, using a system devised by the Agricultural Economics Research Institute at Oxford. Methods of improving living conditions have received due attention; experiments are in hand on food storage

and domestic water supplies, the use of cleared timber and the introduction of rural industries. Trained African staff of the Working Party have taken an increasing share in the responsibilities of the work, and co-operation with the village community is also good. Although the plan for the Field Working Party was first designed as a specific attack on malnutrition through better methods of agriculture and food usage, the many facets of the scheme have now made necessary an approach on the broadest lines. A Committee of Management was therefore appointed towards the end of 1949, in order to advise on the future programme of work, and the administrative and other arrangements required.

598. In assessing the work of the present day, it is important to note certain influences of the past ten years upon colonial food conditions. As a war-time measure, many territories instituted campaigns for increased food and vegetable production to replace imported foodstuffs, while more recently the drive to improve agriculture and animal husbandry has been given a prominent place in post-war development programmes. In some areas, there has been an increase of purchasing power as a result of the high prices paid for export products. There is evidence, moreover, from urban areas especially, of a rising demand for foods such as meat, bread and tea. Shortages resulting from the war, in particular of rice, were bridged with varying success by the introduction of new staple foods. Finally, during this period, there has been the example, set by the United Kingdom and other countries, of overall food-planning, nutrition education and the provision of special facilities for those classes, such as mothers, children and manual workers, whose physiological requirements of food are least easily met.

599. Research on particular problems of nutrition is still on a limited scale in the Colonies, owing to the shortage of staff experienced in work of this kind. Clinical investigations on anaemias and on liver conditions associated with nutrition are being carried out by a special unit attached to Mulago Hospital, Uganda. In Kenya, a study of the growth and maturation rate of African children is in progress. Other recent clinical studies included a trial of the effect of doses of paludrine, cod-liver oil and iron on the health of school children in Zanzibar, and research on the nutritional anaemia of pregnancy in the Gold Coast and in Fiji, where studies of certain skin conditions due to B-vitamin deficiencies were also made. In Singapore in 1948-49, a large-scale feeding experiment among nearly 1,000 children studied the nutritional effect of rice reinforced with B-vitamins. The vitaminised rice appeared to have a beneficial influence, although the results of the trials were a little inconclusive. In Malaya a similar experiment is in progress, while at the Institute for Medical Research, Kuala Lumpur, studies have been made on how the nutritional value of rice is affected by variety and soil differences and by various methods of processing, washing and cooking the grain.

600. In many colonial territories there has hitherto been little precise information on the nature of the local diets and the extent to which malnutrition is prevalent, but this is gradually being remedied. Over the past two years surveys of food consumption and nutritional health were in progress in a number of territories. In the Mlalo Basin and Makonde Plateau, Tanganyika, studies carried out by the Nutrition Officer showed an outstanding lack of calcium in the diets; although in the Mlalo Basin the general state of nutrition was very poor, the rarity of dental caries was in striking contrast to its high incidence in the Makonde area. Ignorance of the value of foods, especially of the fruits and green vegetables easily grown was noted as a primary cause of the narrow range of foodstuffs eaten. In

certain areas of Northern Rhodesia nutritional surveys have formed a preparation for development work, while Field Units in Nigeria have made a number of detailed surveys of health and nutrition. There was apparent in many cases in these areas a related effect of parasitic, infectious and nutritional diseases, pointing to the need for mass treatment and for propaganda to spread knowledge of hygiene and agriculture. The continuing investigations in Malaya on diet and social conditions among different racial groups have shown that the smallholders and fishermen have a much lower level of subsistence than the estate labourers. In Singapore the Nutrition Unit is maintaining sample surveys of the dietaries of the lower income groups and of pregnant and nursing mothers; while the last three years have seen a gradual alleviation of malnutrition, the poorer families are still living near the danger line. Dietary and clinical surveys made among various groups in North Borneo in 1949 give encouraging evidence that the general nutritional level may be fairly high, although in certain directions limited deficiencies are present.

601. The growth of school medical services, with routine examination of school children, is providing a valuable source of information on the incidence of malnutrition. During recent years, the state of nutrition among samples of the school population has been recorded in Zanzibar, Sierra Leone, the Seychelles and in certain West Indian territories. In Bermuda the percentage of under-nourished children, out of over 2,000 examined annually, fell progressively from 19 per cent. in 1946 to 9 per cent. in 1949. In the Seychelles in 1949, 8.5 per cent. of the school children examined were found to have deficient nutrition; a survey of the heights and weights of the entire school population was made, and a norm of growth was constructed. The situation in Bermuda and the Seychelles is hardly typical, however, of the tropical Colonies generally. The criteria for assessing under-nourishment among school children will not be identical in different territories but, among groups of children examined between 1946 and 1948, sub-nutrition was found in some 25 per cent. in British Honduras and 45-55 per cent. in Zanzibar, Jamaica and the Bahamas.

602. Wherever there is a welfare clinic for mothers and children or a school where hygiene or domestic science is learnt, a start on nutrition education has been made. Education in nutrition for the public at large is only in its infancy in the Colonies, but a number of methods of approach are being tried, e.g., cookery demonstrations, talks and broadcasts, posters, written articles for the literate and, in a few cases, filmstrips and films. The development of mobile demonstration units will provide an important link with the rural or village home. Local knowledge is almost the first essential in work of this kind, and teaching material must be specially designed to suit the local food conditions and way of life. The most conspicuous advances in the campaign to spread knowledge about nutrition are seen in the West Indies. In British Guiana a four-point programme—classroom lectures and demonstrations in the schools, talks to parents at clinics or during school medical examinations, special instruction for school teachers, and exhibitions, films and propaganda among the general public—has now been in progress for several years. The Bureau of Health Education and Jamaica Welfare play a keen part in nutrition education work in Jamaica, in which the association between better farming, nutrition, health and living is given full emphasis. Surveys and questioning on the home diets of poorly nourished children, as a basis for advising the mothers, are special features in the Bermuda School Medical Service; while in Singapore, the nutrition unit attached to the University of Malaya carries out similar work for children at the feeding centres and those admitted to hospital for malnutrition.

603. The provision of supplementary feeding arrangements for pregnant and nursing mothers and for pre-school and school children—who have been called the “vulnerable groups” of the population—is making appreciable headway in the Colonies. Considerations of cost, arrangements for staffing and distribution, and the availability of milk or other suitable foods, still present great difficulties, however, in many regions. At the welfare clinics in a number of territories, needy mothers and children can receive milk and cod-liver oil, food yeast or vitamin preparations. In Singapore, for instance, some 26,000 lb. of powdered milk were distributed through the clinics in 1949, while in Nigeria ration cards for essential food-stuffs are given to expectant and nursing mothers. In most West Indian territories some of the children at school receive a free or cheap meal, a snack, or a milk drink daily. Meals sold at 1d. or 2d. are provided in Kingston and in some 200 rural schools in Jamaica, while in Barbados a snack of milk and food yeast biscuits is supplied in all the elementary schools. Except in Nigeria, where a well-balanced mid-day meal is standard practice in the rural schools, the feeding of school children in the African Colonies is still for the most part in an experimental stage. Trials made in Tanganyika schools proved a groundnut protein meal, mixed in maize meal porridge, to be very palatable. The educational value of a balanced meal based on the local foods has been recognised in Singapore where some 3,000 under-nourished children aged 2-6 attend the child feeding centres. For the same reason, under the scheme in Malaya which has been supplying milk or cocoa and food yeast biscuits to 250,000 children (slightly less than half the school population), the snack is gradually being replaced by a hot mid-day meal made from locally grown foods in districts where a central kitchen can serve a number of nearby schools.

604. Staff specially appointed to nutrition duties were at work during the year in Northern Rhodesia, Tanganyika, Mauritius, Gold Coast, Nigeria, Bermuda, Trinidad, Malaya, Singapore and Fiji. Two colonial scholars from Trinidad and one from St. Lucia are at present receiving training in dietetics in the United Kingdom, while a domestic science mistress from Hong Kong has been awarded a U.N.I.C.E.F. Fellowship in nutrition. During 1949, the inter-departmental Nutrition Committee in the Gold Coast was re-established, and a Nutrition Council was also constituted in Singapore.

605. A delegation representing the British African territories attended the Conference on Nutrition held at Dchang in the French Cameroons in October, 1949. This was the first international nutrition conference which has taken place in Africa, and a general review of the nature and extent of the nutrition problem was undertaken. At Rangoon in January-February, 1950, a colonial delegation took part in the second meeting of the Nutrition Committee of the Food and Agriculture Organisation for South-East Asia, at which the regional work on nutrition was considered in relation to the recommendations made two years previously at the first meeting in Baguio.

(h) Housing and Town Planning

606. In nearly every territory the volume of building, including housing, undertaken during the past year has been substantial. Despite this it has rarely been possible to satisfy all the many and varied demands, and lack of supervisors and skilled labour still hinders building development in many territories. The supply of imported materials is generally easier, though shortages of a number, for example, soft wood, some steel products, and water piping, still occur. Costs of imported materials and, particularly, of their transport continue to rise or, at best, show only small reductions.

607. The necessity for developing local building materials is generally appreciated and further developments in this field during the year are reported from a number of territories. Construction of the cement works in Northern Rhodesia progresses and it should be in production in 1951. A start has been made on the construction of cement works in Uganda and Jamaica. Plans for the manufacture of cement are being studied in Malaya and elsewhere. At both the Uganda and Northern Rhodesia works a good quality building lime is also to be manufactured.

608. During the year, the Northern Rhodesia Government took an active interest in improving the quality and output of clay bricks, particularly in the Lusaka area. It also published a manual on the manufacture of hand-moulded bricks for the guidance of local builders. In Uganda, the construction of a well-equipped Government brick and tile works is reported, while the new P.W.D. central workshop at Kampala is all but complete. A good quality fibre-board is now being produced commercially in this territory. There is a limited production of asbestos cement products in Kenya, Northern Rhodesia and elsewhere. In Barbados, the experimental work on "megcrete", using bagasse, a waste product of the sugar industry, continues.

609. Both in Africa and the West Indies, rammed cement-earth blocks are being used to an increasing extent for permanent building. Though further research is needed on this material, and especially on suitable outside finishes, its behaviour in practice seems to be satisfactory. It is a method of building particularly suitable for suburban and rural areas as by far the greater part of its raw materials may be found on or near the site.

610. One of the main deterrents to the greater use of locally made building materials is their relatively poor or, at least, their variable quality. To improve this there is a need for local testing facilities. The expansion of Government material-testing laboratories, usually attached to Public Works Departments, in a number of territories will help to provide such facilities.

611. The cost of building remains high in many territories; in some, particularly the West Indies, it is still rising. There are a number of reasons for this, in addition to the high costs of many imported materials. Transport and handling charges, especially in some of the smaller territories and away from ports and railways, substantially increase the costs of imported and some local materials. The scarcity and low quality of skilled labour in many territories is a further factor contributing to high costs. A major factor is the shortage of skilled technical and supervisory staff. This is reflected, directly, in low labour outputs and, indirectly, in the slow expansion of local training and apprenticeship. It also hinders the general adoption of new and more efficient building techniques.

612. The Colonial Liaison Officer at the Department of Scientific and Industrial Research's Building Research Station, Mr. G. A. Atkinson, made a tour of Africa, visiting the Gold Coast, Nigeria and the East and Central African territories, between September and December, 1949. This is the first visit of this kind made in relation to housing and building.

613. *Housing*.—Besides providing housing for their own local and expatriate staff, Colonial Governments undertook an increasing amount of social housing during the past year. Costs of building have continued to be high; consequently most of the housing has had to be subsidised in one way or another from local and Colonial Development and Welfare funds. In a number of territories this work is being undertaken by the central Government through a special housing board or department; in others by municipalities.

614. In the Gold Coast, social housing is administered by a Department of Social Welfare and Housing which was set up in 1946. Work on housing estates at Accra and Kumasi continues. Provision of £38,500 has been made in the current estimates for an estate at Obuasi, and the building, in co-operation with the mines, of a new estate at Bibiani is contemplated. At Takoradi, an estate consisting of 2,000 one-room dwellings is being built to the Department's designs to house labour needed for the Takoradi harbour extension. The scheme is of interest technically as, following successful experiments at the Asawasi estate, Kumasi, walls are being built with cement-earth blocks made in a South African hand-press.

615. In Nigeria, the Lagos Executive Development Board, which was reconstituted in 1946-47, has during the year been able to build up a strong technical staff. Its immediate concern has been with the Apapa reclamation scheme, but the Board's architect has been studying the rehousing which will be needed when further slum clearance schemes are undertaken in Lagos town. An experimental precast concrete house has been developed and exhibited. The Nigerian Government's African staff housing scheme, which has proved very popular, is expanding. The Sierra Leone Government has started a pilot scheme in Freetown for the erection of houses for the general public.

616. Following the appointment of a Superintending Engineer for African Housing, the housing undertaken by the Uganda Government is progressing, despite the high costs of materials. The first group of 33 dwellings at Naguru, Kampala, has been completed and work on a second group commenced. Housing is also under construction at Port Bell and Jinja. On all three estates, walls are being built with pressed cement-earth blocks. Work has also begun on the Nakawa settlement for itinerant labour at Kampala. The Government has ordered 500 aluminium sectional huts as an experiment. Accommodating from four to six men, they will be used for housing labour in connection with current development schemes. Though the initial cost is comparatively high, they have the merit of being portable. Approval has been given for a free grant of £140,000 to be made under the Colonial Development Act for African housing in the period 1950-52.

617. The shortage of housing is still acute in Dar-es-Salaam, Tanganyika, but building is proceeding as rapidly as resources permit. Sixty-two more houses were completed by the Government for renting to Africans. Measures are also being put in hand to improve the Dar-es-Salaam water supply. Twenty-seven more houses have been completed in the African housing scheme at Tanga. There has also been a noticeable improvement in estate housing during the year. In Kenya, the Nairobi and Mombasa municipalities and the Kenya Government continue their housing programmes. In Mombasa because of the limited space available for housing on the island, two-storey flats for Africans are being built and are proving popular.

618. During the period, June, 1948, to December, 1949, some 760 permanent African houses have been completed and work has begun on a further 750 in Northern Rhodesia. Contracts have been let for over 8,000 permanent houses but because of shortages of materials and competition for labour from other forms of building, progress has been disappointing, and it may be necessary to undertake a further temporary housing programme.

619. The housing problems of Singapore are still acute. Intensive efforts have, however, been made in 1949, and to this end the Manager of the Improvement Trust, Mr. J. M. Fraser, during a visit to the United Kingdom, made a study of recent developments in British town planning and housing. In December, 1949, far reaching legislation in the form of the Singapore

Development Bill was introduced into the Legislative Council. It has been referred to a Select Committee for detailed consideration. The Bill provides for the establishment of a Development Board which will take over the assets and duties of the Improvement Trust and be responsible for housing and town planning in Singapore. It will also take over the General Development Plan and must, within three years, produce a master plan indicating its proposals and the stages for carrying them out. It will have power to purchase, sell and compulsorily acquire land. For the purposes of compulsory acquisition it is proposed to peg land values at the valuation prevailing on the 31st December, 1949.

620. The Singapore Improvement Trust has, since October, 1948, built over 1,000 dwellings and shops. It will shortly start work on a £225,000 housing scheme on land recently reverting to the Crown. A further area of Crown property, due for demolition, has been cleared, tenants being offered alternative accommodation by the Trust. It is hoped to re-develop the site during 1950.

621. In St. Helena, although the population of the Colony is less than 5,000, there is overcrowding in some areas and for some years efforts have been made to alleviate the position by the utilisation of Colonial Development and Welfare funds to build cottages of good design. The total number so far constructed is 135. The cottages are let at sub-economic rents. In addition to the direct provision of cottages, persons wishing to build their own houses are given technical advice and can obtain loans on easy terms for the purchase of materials.

622. *Town Planning.*—Town planning in colonial territories, though it offers most interesting opportunities, sets problems very different from those which face the town planner elsewhere. There is a lack of factual data and of suitable maps and surveys, though this last is being remedied as the work of the Colonial Surveys progresses: forms of land tenure are varied and complex: and, if town planning is to be of value, it must be realistic and adaptable to changing circumstances as well as receiving popular support.

623. Though the way in which town planning is being organised differs considerably, in most territories some form or other of organisation now exists: usually there is a central board, which in many of the West Indian territories is responsible for housing as well as town planning, and local committees which are assisted, technically, by a town planning officer and his staff. Such an organisation was created in the Gold Coast in 1945 when a central Town and Country Planning Board and, subsequently, local committees were set up. Despite the smallness of its staff—it is of interest to note that both assistant town planning officers are Africans who are qualified architects and town planners—the work of the Board progressed satisfactorily during the year. Development plans have now been prepared for the main urban centres and four statutory schemes for the detailed planning of specific areas have been approved by the Governor. Draft schemes for 15 other areas are in the course of preparation, or are complete and under examination by the Board. Planning schemes have also been prepared for Government areas in Accra, Kumasi and Takoradi-Sekondi, and for a number of housing estates.

624. In Nigeria, the Lagos Executive Development Board let a contract during the year for the Apapa reclamation scheme. Here it is proposed to develop a large industrial area and build a satellite town for 15,000 people. An aerial survey of Lagos was made during the year and plans are being prepared for the re-development of parts of the central area of the town.

Outside Lagos, because of difficulties in recruiting staff, it has been necessary to concentrate on work of particular urgency. This has included the planning of Sapele, a town which is growing very fast.

625. Plans for slum clearance and reconstruction in Freetown, Sierra Leone, have long been held up by the lack of technical staff. A town planning officer was recently appointed, and work should now go forward. A scheme for a new water supply is under consideration. In the Gambia, the consulting engineer has reported on the scheme for swamp reclamation near Bathurst which will allow for the expansion of the town and also provide a considerable new area for cultivation. A sum of £500,000 has been earmarked under the Colonial Development and Welfare Act for this work and for the improvement of Bathurst itself.

626. In Uganda, where local planning committees have been set up at Jinja and Kampala under the central Board, the recently appointed Government town planning officer has taken over responsibility for the Kampala extension scheme. (He is preparing plans for Jinja, Mbale, Tororo and other centres, the first of which, because of the initiation of the Owen Falls hydro-electric scheme, is to be given priority. During the year a chief town planning officer was appointed by the Tanganyika Government. Plans have been prepared for Mtwara, the new port now under construction in the Southern Province.

627. The staff of the Kenya Government town planning adviser was strengthened during the year and now has much solid achievement to its credit. Considerable development, including the improvement of the road system consequent on the railway realignment and the layout of new industrial and residential areas, is taking place in Nairobi. This work, which follows the lines of the Thornton-White master plan published in 1948, is being prepared in detail by the municipality assisted by the town planning adviser, who has also prepared planning schemes for a number of minor centres. A report on the planning of Mombasa Island is being prepared by Professor L. W. Thornton-White, who had previously reported on the development of the Old Town in 1946. The Government town planning adviser has prepared layouts and type designs for African housing schemes at a number of centres. During the year a sociologist was appointed to his staff and has completed a survey of the central area of Nairobi. She is now engaged in computing population statistics in relation to town planning for the whole Colony.

628. In Zanzibar the improvement scheme for Ngambo, the African quarter of Zanzibar town, begun in 1946, progresses satisfactorily. A number of selected areas have now been reconstructed, and 250 houses and a civic centre have been built. In Northern Rhodesia and Nyasaland, the joint town planning services provided by Southern Rhodesia, established in 1948 under the auspices of the Central African Council, continue to function.

629. The first of four model villages, complete with community centres, which the Seychelles Government are building with the assistance of Colonial Development and Welfare funds, is being built at Point Conan near the capital, Victoria. Plans have been prepared for starting the second at Les Mamelles on the southern outskirts of Victoria, and it is hoped that the third and fourth villages will be sited at Anne Royale and at Beau Vallon on the island of Mahé. Various roads in Victoria have been widened and a start made on slum clearance.

630. In Aden, a Town Planning Ordinance was enacted in 1948. A reclamation on the north side of the harbour is at present under consideration. It will provide additional space for storage and wharfage, and for housing harbour labour. It will thus relieve congestion in the crowded area on the south side of the harbour.

631. Reference has already been made to the Singapore Development Bill which will materially affect the future of town planning as well as housing in the Colony. In Fiji, though it has not yet been possible to recruit a town planning officer, the Town Planning Board continues its work of constituting planning areas, advising local authorities and considering applications for building permits.

(i) Welfare of Colonial Students and Others in the United Kingdom

632. In March, 1950, there were over 4,000 students from the Colonies in the United Kingdom of whom 1,518 hold scholarships; for all these the Director of Colonial Scholars (who is at the same time head of the Welfare Department) has certain responsibilities. With effect from the 1st January, 1950, arrangements were made with the British Council to extend their services in the field of accommodation and welfare of colonial students throughout the United Kingdom and Northern Ireland, and £425,000 has been made available from Colonial Development and Welfare funds to cover a five-year plan. Accordingly, the Council have taken over the running of students' residences in London, Newcastle and Edinburgh, and the Council's centres in every university town are being strengthened to assist the students to make the best of their stay overseas. This work is being carried out in close co-operation with the Welfare Department and with the liaison officers who have been appointed by Colonial Governments to look after the interests of students from particular territories. A special club in London for Malayan students provided by the Malayan and Singapore Governments, was opened in December, 1949, by H.R.H. the Duchess of Kent. The East African Governments are making similar arrangements to open a club for their students. In addition to administering scholarships from Colonial Development and Welfare and from Colonial Government Funds, the Welfare Department operates a scheme for the Further Education and Vocational Training of colonial men and women who served in the United Kingdom during the war: over 300 awards for higher education and 1,500 awards for vocational training have been made under this scheme. A special study has been made by the Welfare Department of colonial students in the United States of America and a member of the Department visited America and West Africa for this purpose. Over 400 West Africans are studying in American institutions of higher education. The same number of West Indian students are in Canada and an adviser to these students is stationed in Montreal in liaison with the Director of Colonial Scholars.

633. The Welfare Department is also concerned generally with the welfare of colonial visitors to the United Kingdom, including seamen, and operates hostels for seamen in Liverpool, Cardiff and on Tyneside. This work is done in consultation with the Merchant Navy Welfare Board and other Government Departments. There has been a considerable influx of men from the West Indies and West Africa seeking work, and relatively large numbers of those who came to Britain during the war have stayed on and made their homes here. An inter-departmental committee has been set up with a Colonial Office chairman and representatives from the Ministries of Labour, Health and Transport to assure their help in dealing with the special needs of these people.

634. The Gibraltar Evacuation Scheme ended on the 31st December. None of the 300 people remaining in the two hostels in London applied for repatriation, but a small number of people living in private accommodation will be repatriated in 1950, and this will complete the repatriation programme. During the year under review families who had elected to remain in the United Kingdom were rehoused by local authorities. These families were assisted by grants from the donation of £5,000 made by the Lord Mayor of London's Empire Air Raid Distress Fund. During the year additional donations of £1,000 each were made by the Gibraltar Government and the Gibraltar Chamber of Commerce.

CHAPTER VI

RESEARCH AND SURVEYS

Research*

635. The major part of the research undertaken in colonial territories has received substantial assistance from the funds provided under the Colonial Development and Welfare Act. Since 1940, over £7 million has been allocated to research schemes, spread over periods ranging from a few months to ten years. Over £1 $\frac{3}{4}$ million of this money was allocated during 1949-50. Allowing for unspent balances on completed schemes and other reductions, the total net commitment against Colonial Development and Welfare funds at the end of the year was nearly £7 $\frac{1}{4}$ million. Some 400 research schemes have been made since 1940, together with a large number of supplementary schemes. The total sum paid out in respect of these schemes between 1940 and March, 1950, is over £2 $\frac{3}{4}$ million.

636. *Colonial Research Service.*—The institution of this Service was publicly announced on the 31st January, 1950. The terms and conditions of service are set out in a pamphlet entitled "Appointments in His Majesty's Colonial Research Service", which can be obtained from the Research Department of the Colonial Office. The minimum qualification for officers engaged on research other than medical or veterinary research, will normally be a good honours degree and two years' post-graduate training or approved experience in scientific research; for officers engaged on medical research, a medical qualification registrable in the United Kingdom; and for officers engaged on veterinary research, a veterinary qualification registrable in the United Kingdom. The basic salary scales for this Service are identical with those laid down for the United Kingdom Scientific Civil Service, except in the case of medical research officers possessing medical qualifications, for whom salary scales identical with those prescribed by the Medical Research Council will be provided. Overseas research allowance is paid in addition to salary to compensate for living abroad and to bring the total emoluments up to Colonial Service level. The allowance will vary from region to region. Superannuation will be provided for under a Colonial Superannuation Scheme at present being drawn up which it is hoped to introduce later in the year, and which will provide benefits for the officer and his dependants on a contributory basis.

* A full account of the considerable progress made in the various fields of research will be given in the Annual Report on Colonial Research, 1949—50.

637. The object is to create a Service with salary, terms of service and standards comparable to those for research workers in the United Kingdom, which will offer the worker the possibility of earning a continuous pension whether he spends all his career in the Colonial Empire or only part of it.

638. It is hoped that by reason of its flexibility the scheme will materially assist the recruitment of young scientists to undertake research in the Colonies for which qualified workers are urgently needed.

639. *Agriculture, Animal Health and Forestry.*—In East Africa the East African Agriculture and Forestry Research Organisation, under the direction of Dr. B. A. Keen, F.R.S., has continued to expand its activities in the spheres of plant pathology, plant physiology, systematic botany and soil chemistry. A Colonial Development and Welfare Research grant has been made to provide funds for the construction and equipment of an East African Herbarium in the grounds of the Coryndon Memorial Museum, Nairobi. The East African Veterinary Research Organisation is also in process of establishment. It had been intended that it should be responsible for the production of vaccines and biological products for the East African region and their production was transferred to it for a short while. In the spring of 1949, however, there was unfortunately a failure of certain of the vaccines and it was arranged that their production should remain for the present with the Kenya Veterinary Department. The headquarters of the Veterinary Research Organisation will be established at Muguga, near Nairobi, alongside those of the Agriculture and Forestry Research Organisation. Progress was made with the establishment of these two headquarters. It is intended that the Veterinary Research Organisation should resume the production of biological products when it is well established there. During the year Mr. R. J. Simmons, Adviser on Animal Health, and Dr. A. E. S. McIntosh, Deputy Director of Agriculture, Federation of Malaya, visited the territories of South-East Asia in order to report on the possibility of organising agricultural research on a regional basis in this area. Their report is being examined by the Governments concerned.

640. Attention was again focused upon the sudden death disease of cloves in Zanzibar and the swollen shoot disease of cocoa in West Africa. A mission of experts visited Zanzibar and endorsed the findings of the Clove Research Team, which has been at work since 1947. Control measures based upon the assumption that the disease is caused by a pathogen, probably a virus, are being introduced. At the West African Cacao Research Institute investigations were continued both into the control of diseases and pests, and into the development of improved varieties of planting material. Wherever possible, the recommendations of the international mission,* which visited the Gold Coast at the end of 1948 to investigate swollen shoot disease on cocoa, were put into effect.

641. Research was carried on into the means of reducing losses of stored foodstuffs through the depredation of various pests. The team which surveyed the problem in West Africa completed its work in March, and it is believed that a method has been found of reducing very considerably the losses incurred in groundnuts stored in Nigeria (see further, paragraph 269). A report by Mr. T. A. Oxley, of the Department of Scientific and Industrial Research, on problems of grain storage in East and Central Africa, was published in April, 1950.†

* Colonial No. 236.

† Colonial Research Publication No. 5.

642. In the Caribbean area, investigations into the gas refrigerated storage of bananas were completed and a report is being prepared. At the Imperial College of Tropical Agriculture in Trinidad, work has continued on a programme of research on cocoa, bananas and soils. A Colonial Development and Welfare Research scheme was made to provide the major part of the cost of the staff and equipment for a Livestock Experimental Station at Ebini in British Guiana.

643. During the year leading American experts were appointed by the Economic Co-operation Administration to visit the British African colonial territories and Mauritius in order to suggest how research in a number of fields, including agriculture, might be helped under the European Recovery Programme. Their reports are being considered in consultation with the Colonial Governments.

644. Plans were approved for the expansion of research on termites, of which Mr. W. V. Harris, Senior Entomologist, Uganda, was appointed to take charge; for the training of ecologists, and for the establishment of a pool of entomologists to undertake *ad hoc* projects of research in colonial territories.

645. *Fisheries*.—During the year, a Colonial Development and Welfare scheme was made to provide for the estimated recurrent expenditure on the Fish Farming Research Institute at Penang. This scheme is of particular importance, since it is intended that the institute shall serve the entire Colonial Empire (Detailed information is given in “Colonial Research, 1948-49” (Cmd. 7739), p. 14). Schemes to provide an East African Marine Fisheries Station at Zanzibar and a research station at Fort Rosebery to serve Northern Rhodesia and Nyasaland have been made.

646. The Fisheries Research Institute at Jinja, on Lake Victoria, started work during the year. Routine work on the stocks of fish was carried out in Lakes Victoria, Edward and Albert, and in other smaller lakes. Experimental fishing, using new fishing methods, was done, with commercially promising results. Observations are also being made on fish occurring naturally in Lake Victoria, *Allantochromis alaudi*, which, as a mollusc eater, may be important in the control of certain human and cattle diseases caused by parasites in which molluscs are intermediate hosts.

647. The Mauritius-Seychelles Fisheries Survey ended in December, 1949. Besides the exploration of the fishing banks, data have been collected on the feeding and breeding habits of the fish, and on their abundance; this will allow of an estimate of the amount of fish which could be caught on these banks annually without risk of overfishing.

648. *Activities sponsored by the Colonial Products Research Council*.—The newly opened Colonial Microbiological Research Institute, Trinidad, has already published interesting preliminary results from the study of the fermentation of the cocoa bean. That the importance of the Institute is recognised is indicated by the contributions which the Director, Dr. A. C. Thaysen, was called upon to make to the recent Microbiological Conference in Brussels, the United Nations Scientific Conference on the Conservation and Utilisation of Resources and scientific meetings in the United States of America and elsewhere. The erection of the building which is to house equipment for pilot plant experiments is well under way.

649. Experiments on the cultivation of the West African vine, *Tetracarpidium conophorum*, the seeds of which yield a valuable paint oil, were continued with promising results. The possibility of propagating the vine in conjunction with re-forestation schemes in Nigeria is under consideration.

650. Recent trials have shown that the possibilities of the commercial utilisation of rubber seed oil may be greatly enhanced by adopting the latest American technique.

651. The very hard shell of the candlenut (*Aleurites triloba*) has, in the past, limited its use as a source of oil, and therefore work has recently been undertaken on behalf of the Council to design a machine for decorticating the nuts. Although it is not possible to remove the shells without damaging the kernels, a simple machine has been devised which breaks the nuts and separates the kernels and shells mechanically.

652. Dextran, produced from sugar by a biological process developed at the University of Birmingham, is now made in commercial quantities and advertised in technical journals as a substitute for blood plasma. An investigation is being conducted on the possibility of obtaining sugar-cane wax economically in marketable form.

653. In view of the French claim that an extract of *Hydrocotyle asiatica*, a plant occurring throughout the tropics, had proved of value in the treatment of leprosy in Madagascar, a chemical investigation was carried out with plant material from Ceylon, Assam and East Africa. Although the constituents differ from those present in the plant grown in Madagascar, they are of a type which may be of pharmacological interest. This is true also of a saponin present in quantity in the wood of *Mora excelsa* from British Guiana. This saponin has been isolated at the Forest Products Research Laboratory, Princes Risborough, and is now being further studied.

654. *Colonial Products Advisory Bureau.*—The Bureau, although seriously below strength, dealt with 750 inquiries and completed 85 laboratory investigations on plant and animal products during the year.

655. Several possible new sources of tobacco leaf were examined with a view to their supplying United Kingdom requirements. Samples of leaf from Nigeria, Mauritius and Swaziland were investigated. The quality on the whole was unattractive, but certain types from Mauritius, which show some promise, are being further considered.

656. The demand for new supplies of gum arabic led to an investigation of samples from Tanganyika and to small-scale trade trials. There are prospects of obtaining suitable material from this territory and from the Somaliland Protectorate. In view of the pressing need for non-dollar sources of peppermint oil (*Mentha piperita*) attention was drawn to the prospects of production in colonial territories. The production of other essential oils required in commerce was encouraged, and several new oils were investigated in the laboratories.

657. Arising out of the United Kingdom Tanners' Mission to Nigeria, in 1948, drying experiments were carried out in that country, at the Mission's suggestion, to determine whether excessive stretching was the cause of grain cracking in hides, and whether exposure of goat skins to full sun in the drying process had bad results. On completion of these experiments the cattle hides and goat skins were submitted to tannery trials in the United Kingdom, and the results showed that excessive stretching caused no cracking effect, and that goat skins dried in the full sun were equal to those dried in the shade. In order to maintain a high standard of preparation the Veterinary Department in Nigeria is setting up a mobile exhibition for educational purposes.

658. Reports on the Tanners' Mission to East Africa and Somaliland Protectorate and Aden in 1949, led by an officer of the Bureau, contained recommendations regarding the development of the hide and skin industries in these countries.

659. In the sale of pyrethrum flowers produced in Kenya, which is based on the pyrethrin content of the material, a serious need arose for the standardisation of methods of analysis to overcome disagreement between the analysts of the vendors and buyers, particularly in the American market. Following the work carried out in the past at the Imperial Institute, in conjunction with other authorities, a scheme of world-wide collaboration was arranged to test the three methods of pyrethrin determination which were considered to be the most satisfactory. This work was completed during the year, and much valuable information obtained which, it is hoped, may lead to the establishment of an agreed international method of analysis.

660. The preparation of stem and leaf fibres was also the subject of much study. An officer of the Bureau was one of the mission that visited Cuba and Florida during the year to examine decortication machinery and methods of fibre preparation.

661. *Medical.*—Medical research financed under Colonial Development and Welfare Research schemes continued on an increasing scale during the year. Malaria research in its various aspects received widespread attention. The relative importance of local species of mosquito was the subject of continued study in North Borneo, Trinidad and Jamaica, while in Malaya the relative merits of anti-malarial drugs were tested in field trials. The Malaria Service in Nigeria was maintained and a similar service was established in East Africa.

662. The study of the problem of loiasis with a view to total eradication in a selected area was begun in the Cameroons. In East Africa a team of scientists similarly started a study of filariasis. Research into the insect vectors of relapsing fever in that region was continued. As part of a scheme designed to elucidate the origin of blood meals taken by mosquitoes and biting flies, the Lister Institute of Preventive Medicine is continuing with a programme of preliminary research in London which will later extend to field work in East Africa and elsewhere.

663. The British scrub typhus unit in Malaya progressed with its investigations into the vectors and reservoirs of the typhus diseases in Malaya. In this subject it has collaborated closely and most profitably with entomologists of the United States Army scrub typhus unit which paid a second visit to Malaya during the year, especially in exploring the possibilities of effective chemoprophylaxis of scrub typhus by the use of chloromycetin. The signal success of these combined researches has opened up new fields of inquiry to which close attention is now being given.

664. At the end of 1949 the Rockefeller Foundation withdrew according to plan from the direction of the Yellow Fever Institutes in Uganda and Nigeria after many years of valuable and productive research. These institutes are now a British responsibility and will, in the course of expansion, serve East and West Africa respectively as centres of investigation into a wide range of virus diseases. At Makerere College, Uganda, work continued on the biochemical aspects of nutrition. Investigations into acclimatisation under varying conditions of humidity and temperature made marked progress at Oshodi, Nigeria. Provision was made for the award of six studentships for post-graduate training and study in the medical sciences. These studentships are available for graduates with qualifications in medicine and cognate sciences who definitely intend to pursue medical research in one or other of the colonial territories, and three have so far been awarded. The East African Bureau of Research in Medicine and Hygiene at Nairobi continued

to fulfil its function of co-ordinating the many medical research projects in East Africa. The programme of work at the Sir Alfred Jones Laboratory, Freetown, has not yet started owing to difficulty in securing a suitable director.

665. The treatment of leprosy in East and West Africa and Malaya by the new "sulphone" group of drugs has shown great promise. Investigations into possible sources of certain component fractions of the drug "Cortisone E" were conducted in West Africa by the Medical Research Council.

666. *Insecticides*.—Research was undertaken in Mauritius during the year to compare the effects on mosquitoes and malaria of various formulations of insecticides sprayed on to the internal surfaces of all houses and other mosquito resting places. Results so far obtained show a very satisfactory reduction of malaria parasite and spleen rates, and an appreciable decrease in death rates in all districts.

667. In Uganda two experiments on the control of malaria by the spraying of houses with insecticide have continued. One, which has gone on in a rural area for 3½ years, has resulted in reduction of malaria incidence by about 50 per cent. The other, conducted in a small town, has produced no clear-cut results after its first year.

668. In East Africa the experimental application of insecticides from aircraft to tsetse fly bush has produced valuable data. In the most recent trials on blocks of five to six square miles in Tanganyika, tsetse flies were reduced to nil by the use of insecticide smoke, and to an extremely low density by the use of liquid spray.

669. The small team working at the Chemical Defence Experimental Establishment at Porton has made good progress on the more fundamental aspects of insecticide research. It has been shown that toxicity of D.D.T. to insects varies with the size of the crystals, small crystals of 10-20/u/u being much more toxic than larger ones, because they adhere more easily to the feet of the insects. Progress is also being made in the production of a varnish with long lasting insecticide properties, and on the improvement of wettable powders. This fundamental work is being extended by arrangements with the Directors of the Rothamsted Experimental Station and of the Field Station of the Imperial College of Science and Technology at Silwood Park.

670. The terms of reference of the Colonial Insecticides Committee were recently extended to cover the fields of fungicides and herbicides (including arboricides and defoliant).

671. *Locusts*.—The work of the regional anti-locust organisations in Africa, administered and financed on an international basis, is developing steadily. The first meeting of the International Council for the Control of the Red Locust, set up under the Red Locust Convention, was held during August, 1949, and the International Control Service which has been in provisional existence for a number of years was then formally constituted. It is already provided with excellent buildings, and with a full complement of scientific staff. A botanical survey of outbreak areas is in progress and field observations on locusts in relation to seasonal vegetation changes are being made.

672. An international convention for establishing a similar organisation for the control of outbreak areas of the African Migratory Locust was drafted. Pending its signature, the anti-locust organisation in the French Sudan is administered by a Provisional International Council which met for the first

time in Segou, French Sudan, in May, 1949. A signal success was achieved in suppressing an incipient outbreak of the locust, which in the spring of 1949 had begun to swarm; about 1,000 small locust concentrations were exterminated and the danger of an invasion of tropical Africa prevented.

673. The Desert Locust Survey established field bases at Asmara, Hargeisa and Jedda. Regular surveys of solitary locust populations are being carried out and the Survey's work is co-ordinated with that of similar organisations in Egypt, the Anglo-Egyptian Sudan, Iran, Pakistan and India. A meeting of these organisations in Karachi in September, 1949, gave warning of grave signs of the commencement of a new Desert Locust outbreak and prepared plans for immediate action in Oman and other parts of the Persian Gulf.

674. A scheme for research on the ecology of the Moroccan Locust in Cyprus was approved, and it is proposed to carry out preliminary investigations in the spring of 1950. An F.A.O. Conference on the Control of the Moroccan Locust was held at Beirut in August, 1949.

675. Fundamental research directed by the Anti-Locust Research Centre is being carried out in the Centre's laboratory in London and several university laboratories; the problems under study include sense organs, flight and metabolism, marching of hoppers, neurotoxic insecticides, insecticide dusts, drop pick-up by flying locusts, biometrics of locust phases and taxonomy of injurious grasshoppers. The advisory activities of the Centre greatly increased during the past year and an important aspect of this work was the issue of periodical lists and abstracts of current literature on locust research and control, which were circulated to workers in the field.

676. *Tsetse and Trypanosomiasis*.—The Tsetse Fly and Trypanosomiasis Committee continued to keep in touch with and advise upon the work of establishing and developing the East African Tsetse and Trypanosomiasis Research and Reclamation Organisation, and the West African Institute for Trypanosomiasis Research, as well as the practical work of tsetse reclamation throughout the African territories and work directed against human and animal sleeping sickness. A Game Sub-Committee was recently set up.

677. The East African Tsetse and Trypanosomiasis Research and Reclamation Organisation embarked upon a revised programme of co-ordinated research work, in addition to providing advisory services, where these were requested, throughout Africa. The West African Institute for Trypanosomiasis Research was not able to carry on research on a large scale, because the construction and equipment of buildings did not proceed as rapidly as had at first been hoped. Nevertheless good progress was made in difficult circumstances, and a research programme specially suited to the capabilities of a new and expanding organisation, many of whose new members have little experience in this specialised field, was devised. Pending the completion of the buildings, further training is being given in the United Kingdom to workers.

678. Apart from the work of these organisations, the Tsetse Fly and Trypanosomiasis Committee also advises upon other tsetse and trypanosomiasis matters. The most important development during the year has probably been the approval of a scheme for the expenditure of £355,960 by the Government of Nigeria to enable the Sleeping Sickness Service to be augmented to carry out a programme for the eradication of tsetse in an area of 9,500 square miles and along certain cattle routes in northern Nigeria. A second significant development in West Africa has been the establishment by

the Government of the Gold Coast of an independent Tsetse Department which will direct the carrying out of any similar project which may be adopted there, besides carrying on and augmenting the programme of work already under way.

679. Last year's Report mentioned the discovery of the new trypanocidal drug, antrycide, which in its early tests showed great promise. Further experiments under field conditions, however, have shown marked variations, especially in its value as a prophylactic. As in the case of earlier drugs, for example the phenanthridinium group, tests in West Africa have shown on occasion marked toxic effects, and in both East and West Africa, although its curative effect against *T. congolense* is undoubtedly great, its prophylactic and curative effect in many cases of *T. vivax* has been more than disappointing. In the prophylactic field it is still too early to make any definite statement, but it would appear from results obtained so far that the opening up of new country, where a heavy tsetse infestation exists, by the wholesale introduction of stock under the protective cover of antrycide cannot yet be envisaged. The possibility of maintaining cattle in good health on the fringes of fly belts where the fly density is very low is, however, still under investigation. In Nigeria tests are being carried out to establish the value of this drug as a protection against trypanosomiasis for the many thousands of slaughter stock which every year move southwards from the main stock-raising areas in the Northern Provinces. Reports on all such work will be passed to the Tsetse Fly and Trypanosomiasis Committee through the Directors of the East and West African Organisations. This will enable the committee to keep the progress of all experiments under constant review and to formulate general advice upon the application of the drug for prophylactic purposes.

680. Great emphasis must be, and is, placed upon research and the development of new techniques of dealing with tsetse and trypanosomiasis, but the ultimate goal of all this work is to free or reclaim lands from tsetse or the risk of sleeping sickness, and the development of techniques of settlement and resettlement in conjunction with anti-tsetse measures is of the utmost importance. This aim was given additional prominence at the British African Land Utilisation Conference held at Jos in November, 1949, when the experts on tsetse and trypanosomiasis stressed the value of techniques already available against the tsetse and trypanosomiasis problem and urged that they should be fully employed in the pilot schemes of resettlement and agricultural development advocated at the Conference (see Chapter III, paragraphs 252-258).

681. In the field of international collaboration, the Standing Trypanosomiasis Bureau at Leopoldville-Brazzaville, which commenced to function in March, 1949, has produced a steadily increasing flow of literature for the information of field and laboratory workers in all areas where there is an interest in trypanosomiasis work, and it is hoped that in course of time it will become more widely recognised as a valuable clearing house for such information.

682. The International Scientific Committee for Trypanosomiasis Research is due to hold its second meeting in June, 1950, when delegates will be the guests of the Belgian Government. Its object is to bring together scientists actively engaged in trypanosomiasis work, in order that they may review recent field and laboratory progress, and to stimulate further research and discussion and promote co-ordination between research organisations in the different countries.

683. *Social Sciences*.—The plans initiated in earlier years for the establishment of Institutes of Social and Economic Research in Jamaica, East Africa and West Africa have been carried a stage further. The Institute of Social and Economic Research in Jamaica is now in operation under the directorship of Dr. Dudley Higgins. The Institute at Makerere in East Africa will, it is hoped, come into full operation in the coming year under the directorship of Dr. Audrey Richards. A five-year plan of sociological, legal and historical research was submitted by the Rhodes-Livingstone Institute in Northern Rhodesia to the Colonial Social Science Research Council and approved: this will be financed from Colonial Development and Welfare funds, grants made by Central African Governments and grants from private bodies, and will extend and consolidate the work of this Institute.

684. A number of individual research workers were engaged in the past year in research projects selected by the Colonial Social Science Research Council as being of high administrative and scientific importance. These include socio-economic surveys in West Africa, tribal studies in East Africa, studies of urban and rural communities in Malaya, and linguistic studies in the Somaliland Protectorate.

685. More than half of the post-graduate social science research students selected for training in 1948 and early in 1949 are now engaged in field research in East, West and Central Africa and Malaya. Of five American sociologists selected for preliminary study in the United Kingdom under the experimental scheme referred to in last year's Report, one is already in the field in Nigeria, three are completing their further post-graduate training and the fifth is expected to start training very shortly.

686. During the year, the Colonial Social Science Research Council set up a number of standing committees to enable it to deal more rapidly with questions involving specialist knowledge. This step has resulted in a greater number of persons of eminence in the fields of sociology, law, history, public administration and linguistics being associated with the formulation and review of social science research projects in the colonial territories.

687. The Government of Tanganyika has appointed three anthropologists to its establishment. These are engaged in important investigations related to developments in native administration.

688. *Economic Research*.—A study was initiated of the structure of trade in West Africa. Other studies in progress during the year included investigations of colonial monetary systems and of the location of processing industries.

689. The Colonial Economic Research Committee, in conjunction with the Colonial Office, carried out a comprehensive survey of the economic research needs of the colonial territories. As a result, it is hoped to encourage economists to undertake studies in such varied fields as internal trade and marketing, capital investment, transport economics and the economic problems presented by migrant labour and peasant agriculture.

Surveys

Geodetic and Topographic Surveys

690. The Directorate of Colonial (Geodetic and Topographic) Surveys continued work, mainly in preparation of maps of specific areas scheduled for immediate development. Work has also proceeded on the preparation of standard topographic map series. Recruiting and training staff has progressed steadily, but none of the establishments, field survey, computing and cartographic, are yet up to full strength.

691. The Royal Air Force continued air photography in East and Central Africa, mainly filling in areas begun last year, and covered approximately 63,000 sq. miles, in spite of adverse weather conditions. The Squadron moved to West Africa in August, earlier in the year than previously, in order to try to catch good weather forecast for September. The weather was, however, possibly worse than before. Approximately 32,000 sq. miles were covered, including re-photography of some areas in the Gold Coast and Nigeria. The Squadron moved back to East Africa early in January, 1950, and have begun a programme in Uganda and Kenya. A good start was made, particularly in Uganda. The Royal Air Force also continued air-photography in Malaya and are about to recommence operations in North Borneo and Sarawak.

692. An attempt was made to obtain air-photography of the most urgent areas in British Guiana by placing a commercial contract. The areas remained obstinately cloud covered, however, and little photography was achieved.

693. Field survey parties have started work on the ground in British Guiana and North Borneo, and have continued work in Uganda, Kenya, Tanganyika, Northern Rhodesia and Nyasaland.

694. Mapping has continued steadily and output has increased, 134 map sheets having been published during the year. This figure includes 18 preliminary plots at 1:50,000 scale covering some 25,000 sq. miles; the remainder comprise 15 map sheets at 1:5,000 scale and a miscellany of small-scale maps, including the Falkland Islands Dependencies. Mapping in hand for publication at 1:50,000 scale totals 342 sheets, 252 of which are nearing completion, covering an area of over 100,000 sq. miles. Thirty-three sheets were compiled and drawing has commenced for publication in colour at scale 1:62,500. One sheet was published at this scale. Revision is in hand of all the maps in the Colonial Office List Map Supplement.

695. An area in Malaya was mapped in conjunction with the War Office.

Geological Surveys

696. During the year the recruitment of geologists improved very considerably and a beginning was made with expansion of the Geological Surveys of Kenya, Uganda, Tanganyika, Nyasaland, Nigeria, Gold Coast, Sierra Leone and British Guiana. In addition, new surveys have been formed in Jamaica and in North Borneo and Sarawak. The number of new appointments in 1949 was 44 compared with 21 in 1948 and 10 in 1947. The total strength of the overseas scientific staff in Colonial Geological Surveys has increased from 73 to 110 in 1949-50. Only a few of the newly appointed officers were experienced geologists and it may still be more than a year before there will be sufficient experienced men available to enable new geological surveys to be set up in Aden, British Honduras, Fiji, Hong Kong, the British Solomon Islands and Somaliland Protectorate. It is hoped shortly to begin operations in Cyprus and Northern Rhodesia.

697. During 1949, a geological survey of Mauritius was carried out by a party from Cape Town University under the leadership of Professor F. Walker. A geological survey of British Honduras will be carried out by an experienced geologist from British Guiana, when one can be spared, and, similarly, it is proposed that an investigation of the mineral deposit in Hong Kong should be undertaken with help from Malaya.

698. The main purpose of geological surveys in the Colonies is to prepare maps, and in so doing to take the essential first step in the investigation of mineral resources. Geological Survey Departments have been in existence in certain Colonies for many years, but until recently their staffs were so small that most of them were occupied mainly in routine work and short-term investigations of immediate importance; accordingly, few geologists were available for the important long-term task of geological mapping. Now that the post-war training of students of geology at United Kingdom Universities is bearing fruit, an appreciable expansion of the departments has begun and the mapping programme is at length beginning to receive adequate attention. The provision of topographic maps by the Directorate of Colonial (Geodetic and Topographic) Surveys will furnish the basis on which to work; in addition the Directorate has undertaken in certain cases to provide the Geological Surveys with "preliminary plots" which, with air photographs of the country, will be of great assistance pending receipt of the finished topographic maps.

699. The Directorate of Colonial Geological Surveys has set up a Photogeological Section at the Directorate of Colonial (Geodetic and Topographic) Surveys, with the object of producing preliminary geological maps based on air photographs. The intention is to provide the Colonial Geological Surveys with photogeological maps of areas in which they are specially interested and thus to enable them to economise field-work and to concentrate on areas that may contain mineral deposits.

700. The hope that a number of American geologists would be secured through the E.C.A. has not yet been fulfilled, but there is a possibility that some will take up their duties in the near future. The scheme, for which Canadians are also eligible, provides for the appointment of 26 geologists and allied technicians on short-term contract, and it in no way affects normal recruitment. It is proposed to appoint only well experienced geologists, of which there is at present a serious shortage.

CHAPTER VII

INTERNATIONAL RELATIONS

(a) United Nations Activities

Trusteeship Council

701. Two sessions of the Trusteeship Council have been held during the period under review: the Fifth Session from the 15th June to the 22nd July, 1949, and the Sixth Session from the 19th January, 1950, to the beginning of April, 1950. There were in addition two Special Sessions of the Council: the first lasted one day (27th September, 1949) and the second from the 8th to the 20th December, 1949; the latter dealt with the Italian Somaliland and Jerusalem questions. The Fifth and both Special Sessions were held at Lake Success and the Sixth at Geneva. The United Kingdom was represented at the Fifth and Sixth Sessions by Sir Alan Burns with Mr. J. Fletcher-Cooke as alternate delegate. Mr. Fletcher-Cooke represented the United Kingdom at both Special Sessions. At the Fifth Session Mr. J. E. S. Lamb attended

as Special Representative for Tanganyika and at the Sixth Session Mr. Lamb, Mr. D. A. Sutherland (Togoland) and Brigadier E. J. Gibbons and Mr. H. F. P. Wetherell (Cameroons) attended as Special Representatives for their respective territories.

702. The Council consists of six countries which administer Trust Territories and an equal number of non-administering countries. The present non-administering members are China and the Soviet Union (both ex-officio), Iraq (re-elected in 1949), the Philippines (elected in 1947), the Dominican Republic (elected in 1949), and Argentina (also elected in 1949). The Soviet Union was represented at the Fifth but not at the Sixth Session of the Council.

Fifth Session of the Trusteeship Council

703. The atmosphere in the Council at this session showed a distinct improvement on that prevailing in earlier sessions. There were signs that the irrelevancy which was so marked in the Third Session (see last year's Report, Cmd. 7715) is disappearing. The main item discussed by the Council was the Report of the Visiting Mission to East Africa and the Council continued its study of the Administrative Union question.

704. In considering the Report of the East African Visiting Mission the Council had before it the strongly worded observations of His Majesty's Government on the Report. It resolved that the findings of the Mission, together with the observations of the Administering Authority, would be borne in mind in the consideration of future annual reports on the Trust Territories concerned. Since the Report of the Mission provided many opportunities for attacks on Administering Authorities and for indulgence in irrelevant polemics, this resolution was a particular example of the improvement in the Council's appreciation of the difficulties faced by the Administering Authorities in carrying out their duties in Trust Territories. In spite of some criticism from the Philippine delegate the Council contented itself with resolving to study the question of Administrative Unions further and especially to watch the effect of existing or proposed Administrative Unions on Trust Territories as revealed in the annual reports on those territories. There is no doubt that the Council was greatly aided in its examination of this question by the presence of Sir George Sandford, at that time Administrator of the East Africa High Commission, at its Fourth Session, and by the exhaustive documentary material placed before it by His Majesty's Government. The Council also dealt with the Annual Reports on Nauru, New Guinea and the Pacific Islands and considered a number of petitions from Trust Territories. It completed arrangements for the Visiting Mission to West Africa in the autumn of 1949 and made provisional arrangements for a Visiting Mission to the South Pacific Territories in the summer of 1950. The Visiting Mission to West Africa was under the Chairmanship of M. Khalidy of Iraq, and comprised representatives of Mexico, the United States and Belgium. The Mission visited British and French Cameroons and Togoland in the autumn of 1949.

Special Committee on Information from Non-Self-Governing Territories under Article 73 (e) of the United Nations Charter.

705. Under Article 73 (e) of the United Nations Charter colonial powers undertake to transmit regularly to the Secretary-General, for information purposes, subject to such limitations as security and constitutional considerations may require, technical information on economic, educational and social conditions in the non-self-governing territories for which they are responsible (other than Trust Territories). This information is summarised and analysed

by the United Nations Secretariat and a Special Committee was appointed to sit during 1948 to examine the information and to make recommendations arising from its examination "relating to functional fields generally but not with respect to individual territories". The life of this Committee was prolonged for a further year by the General Assembly, and the Committee met at Lake Success from the 20th August, 1949, to the 12th September, 1949. It adopted six resolutions which implied a right on the part of the United Nations to intervene in the administration of territories not under trusteeship. The United Kingdom representative was unable to vote for any of these resolutions and again pointed out that the information transmitted under Article 73 (e) was "for information purposes" and should not be used as a basis for recommending action in non-self-governing territories, especially in technical fields in which the special Committee, by virtue of its composition, was in any event not competent to advise.

Fourth Session of the United Nations General Assembly

706. In the course of the Fourth Session of the General Assembly held at Lake Success from the 20th September, 1949, to the 10th December, 1949, trusteeship and colonial affairs were the occasion of much discussion and the United Kingdom was on very many issues at marked variance with the opinions of the majority of the Members of the Assembly.

707. The Fourth Committee of the Assembly (i.e., that Committee of the full Assembly which is primarily concerned with trusteeship and non-self-governing territories) met from the 27th October to the 11th November, 1949. The United Kingdom representative was Mr. J. M. Martin, of the Colonial Office, assisted by Mr. J. Fletcher-Cooke. The Committee adopted 17 resolutions, which were all endorsed by the Assembly in plenary session on the 1st and 2nd December, 1949, when the United Kingdom was represented by Mr. Hector McNeil, Minister of State for Foreign Affairs, assisted by Mr. Fletcher-Cooke.

708. Ten of these resolutions related to non-self-governing territories (excluding Trust Territories), and included the six resolutions put up by the Special Committee. They reflected the opinion, held by many members of the Assembly, that the United Nations has some rights of supervision over the affairs of colonial territories. This opinion was especially noticeable in a move to assert the right of the United Nations to decide when a territory had become fully self-governing. There was some criticism of His Majesty's Government's failure to submit information under Article 73 (e) in respect of Malta on the grounds that the subjects involved are now the exclusive responsibility of the Government of Malta. This determination on the part of the Committee and Assembly to pass judgment on the affairs of colonial territories was reflected in a resolution reappointing the Special Committee for a further three years and enjoining it in 1950 to make a special study of education in the non-self-governing territories. The United Kingdom delegate pointed out that many of the Assembly resolutions went far beyond the United Nations Charter and he repeated His Majesty's Government's firm view that the United Kingdom could not acknowledge the right of the United Nations to intervene between His Majesty's Government and the Governments of the colonial territories for which it is responsible. When the 10 resolutions were considered in the full Assembly Mr. Hector McNeil made a strong statement of His Majesty's Government's position and fully reserved the position of his Government in respect of any matters arising out of the resolutions.

709. The Assembly also adopted seven resolutions on trusteeship matters, the most important of them being concerned with political, social, economic and educational advancement in Trust Territories and with Administrative Unions. In many cases these resolutions were in the view of His Majesty's Government unrealistic and impracticable, and the United Kingdom delegate was obliged to vote against, or abstain, on all except that dealing with educational advancement.

Sixth Session of the Trusteeship Council

710. The Trusteeship Council met at Geneva from the 19th January, 1950, to the end of March, 1950. Its main task was the negotiation with Italy of the Trusteeship Agreement for ex-Italian Somaliland and this was speedily completed after a Special Committee (appointed at the second Special Session of the Council), sitting in Geneva from the 9th January to the 18th January, had produced an agreed draft Agreement. The Council considered also the Annual Reports on Tanganyika, British Cameroons, French Cameroons and Ruanda Urundi and numerous petitions from several Trust Territories. Final arrangements were made for the Visiting Mission to the South Pacific; Sir Alan Burns, the Permanent United Kingdom delegate to the Trusteeship Council, was appointed Chairman of the Mission and the other members represented France, China and the Philippines. The Reports of the Visiting Mission to West Africa were received by the Council during this session, and the Council proceeded to examine the reports on the Cameroons under British and French administration in conjunction with its consideration of the Annual Reports of these territories for 1948. The Council decided to postpone until its seventh session consideration of the Mission's Reports on Togoland under British and French administration and on Ewe problems.

Colonial Application Article

711. The anti-colonial sentiments displayed in the Fourth Committee of the General Assembly were echoed in the Third (Social) Committee, which discussed and eventually submitted to the General Assembly a draft Convention for the Suppression of Prostitution. This draft convention, as originally laid before the Third Committee, contained a Colonial Application Article which would have enabled the United Kingdom to extend the convention to any of the territories for whose international relations it was responsible after consultation with the territorial Governments concerned. This provision is required because the matters dealt with in the Convention (and indeed in most present-day international conventions sponsored by the United Nations) are within the domestic competence of Colonial Governments and because it is His Majesty's Government's constitutional practice not to extend such conventions to colonial territories without the agreement of the Governments concerned. The Third Committee of the General Assembly, however, deleted the Colonial Application Article and substituted therefor a provision whereby United Kingdom signature of the convention would automatically bind all Colonial Governments. The United Kingdom proposed the reinsertion of the Colonial Application Article in the Plenary Session of the General Assembly, but did not succeed despite the United Kingdom delegate's clear exposition of the constitutional difficulties which deletion would create. Consequently the United Kingdom was obliged to vote against the Convention.

Technical Assistance (Fourth Point)

712. The activities of the United Nations and the Specialised Agencies in the field of technical assistance to under-developed countries received a powerful stimulus from the "Fourth Point" of President Truman's Inaugural

Address to Congress in January, 1949. Much attention has been given to the elaboration of an expanded technical assistance programme under the direction of the Economic and Social Council, and British experience of this problem in colonial territories has been drawn on by the United Kingdom representatives at the debates which have taken place in various bodies of the United Nations. It is hoped that the new programme and the parallel action being taken by the United States Administration will afford opportunities for seeking assistance for colonial territories in applying modern scientific knowledge and skill to the numerous problems of development. Thus gaps may be filled in the Colonies' own extensive programmes, for the completion of which they rely mainly on scientists and technicians from the United Kingdom and from local centres of higher education.

Regional Economic Commissions of the Economic and Social Council.

713. *Economic Commission for Asia and the Far East.*—Colonial territories have been especially concerned in the Economic Commission for Asia and the Far East, of which both Hong Kong and the Malaya and British Borneo Group (Federation of Malaya, Singapore, North Borneo, Sarawak and Brunei) are Associate Members. This Commission held its Fifth Session at Singapore in October, 1949, this being the first occasion on which a United Kingdom colonial territory in its capacity of Associate Member, had acted as host. The session was preceded by meetings of the Committee on Industry and Trade and the Sub-Committee on Travel Facilities, and by a conference of experts on inland transport. The Malayan and British Borneo delegation was again led by the Hon. Tuan Haji Mohammed Eusoff, with Mr. Andrew Gilmour as alternate, and Hong Kong was represented by Mr. R. C. Lee, with Mr. Chan Kwok as alternate. A permanent Malayan Liaison Committee, composed of non-officials and the Malayan delegate-designate, is to be formed to keep in touch with the activities of the Commission.

714. *Economic Commission for Europe.*—In June, 1949, under the auspices of the Economic Commission for Europe an agreement was signed for the provisional application of three draft international customs conventions covering touring, the international transport of goods by road, and commercial road vehicles. In September, 1949, the Conference on Road and Motor Transport convened in Geneva by the Economic and Social Council provided for a further convention on road traffic. Both the agreement and the conventions are under consideration by Colonial Governments with a view to the extension of their provisions to the territories concerned.

Functional Commissions of the Economic and Social Council.

715. *Social Commission.*—The Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others, to which reference is made above, originated in this Commission. Arising out of a recommendation made at a Conference of Central Authorities at Bandoeng, Java, in 1937, the United Nations Secretariat has pursued its enquiries into the desirability of establishing a Bureau for the Suppression of Traffic in Women and Children in that area. The Governments of Hong Kong, Singapore and the Federation of Malaya have assisted in these enquiries.

716. A number of territories are interested in a resolution of the Social Commission at its Fifth Session in December, 1949, which supports the holding of a Conference on Tropical Housing in 1950, and have intimated their willingness to co-operate.

717. A programme of two films on colonial subjects, "Daybreak in Udi" and "East African College," shown by the United Kingdom delegate, Mr. O. C. Allen, during the Fifth Session of the Social Commission, attracted favourable comment.

718. Mr. W. H. Chinn, the Secretary of State's Social Welfare Adviser, attended in the capacity of faculty member and lecturer the United Nations Social Welfare Seminar for the Arab States in the Middle East, held at Beirut from August to September, 1949. Our interests at the United Nations European Social Welfare Seminar on Social Welfare Training for Social Workers, held at Paris in December, 1949, were represented by two delegates from the Government of Cyprus, Mr. Lugton, Social Welfare Officer, and Mr. E. Iacovu, headmaster of an approved school.

719. Information is being sought from Colonial Governments concerning juvenile delinquency, to enable answers to be given to a comprehensive questionnaire on the subject issued by the United Nations Secretariat, and there is Colonial Office representation on a Panel of the National Working Group on Family, Youth and Child Welfare, which is supplying answers to a questionnaire from the same organisation on the subject of the homeless child.

720. *Status of Women Commission.*—This Commission is proceeding with the collection of information on the legal and social position of women throughout the world, and the Colonial Office and Colonial Governments continue to co-operate in the preparation of replies to questionnaires on such subjects as nationality and domicile as they affect the status of married persons, and the property rights of married women. The wide variations in customary law in different territories often render such replies complex. The provision of this and similar information, admittedly desirable in itself and in accordance with His Majesty's Government's policy to collaborate to the fullest extent in United Nations activities under the provisions of the United Nations Charter, places a heavy burden on Colonial Secretariats.

721. *International Children's Emergency Fund.*—The International Children's Emergency Fund (U.N.I.C.E.F.), which was established within the United Nations organisation primarily to meet the post-war emergency needs of children, has extended the scope of its activities and, *inter alia*, has set aside some 22 million United States dollars for operations in Asia. In the past year His Majesty's Government has signed agreements with the Fund for aid to be provided in a number of territories in this area, plans for which were noted in last year's Report. Projects for the Federation of Malaya, Singapore, Hong Kong, Sarawak and Brunei, involving an allocation by U.N.I.C.E.F. of 400,000 United States dollars, have been approved by U.N.I.C.E.F. and the Governments concerned, and include the provision of overseas fellowships and local training in subjects related to children's health and welfare, the granting of supplies and equipment for hospitals and training schools, and child feeding programmes. Further projects are under consideration. In addition, an agreement has been signed for British Honduras to participate in a Central American project for the control of insect-borne disease endangering the health of children, to which U.N.I.C.E.F. is contributing \$514,000. The sum of \$22,000 has been allocated by U.N.I.C.E.F. towards the British Honduras share in this project. Lastly, two schemes have been arranged for assistance to the children of Malta, one towards improved methods of milk conservation, for which U.N.I.C.E.F. has allocated \$155,000, and the other for an anti-tuberculosis scheme, using Bacillus-Calmette-Guérin, under the auspices of the Joint Enterprise, of which U.N.I.C.E.F. forms a part.

722. With the personal encouragement of Her Majesty Queen Salote, the people of the Tonga Islands have collected the sum of £5,000 which they wish to contribute to the International Children's Emergency Fund for the relief of destitute children in Europe.

Specialised Agencies

723. As the activities of the Specialised Agencies expand and have greater practical application, their work becomes of greater direct interest to colonial territories. There has been colonial representation on a number of the general and regional conferences of these associations, some details of which are given below.

724. *International Labour Organisation.*—The work carried out by this agency in the drafting of conventions affecting conditions of labour in Colonies is referred to in Chapter V, para. 560. In addition the Organisation has established a Field Office, with headquarters in Mysore, to provide the Far East members of the I.L.O. with advice and help on labour matters. An I.L.O. conference on technical training was also held in Singapore in September, 1949, and the Asian regional conference of the I.L.O. was held in Ceylon in January, 1950.

725. *Food and Agriculture Organisation.*—The United Kingdom Delegation to the Fifth Annual Conference of the F.A.O., held in Washington in November, 1949, contained three Colonial Office delegates. The reason for strong colonial representation was that one of the most important items to be discussed was technical assistance to under-developed areas under President Truman's Fourth Point Programme. Colonial Delegations contributed much to the effective character of the Conference's resolutions. During the year under review the F.A.O. regional offices started to operate effectively and a number of regional conferences were convened. United Kingdom Delegations to the following conferences were composed principally of representatives from the colonial territories in the areas concerned:—

Timber and Forest Utilization Conferences for Asia and the Far East, held at Mysore in March and April, 1949.

Rinderpest Conference for Asia and the Far East held at Bangkok in June, 1949.

Conference on Farm Co-operatives in the Far East held at Lucknow in October and November, 1949.

Meeting of the Nutrition Committee for South-East Asia,	} held at Rangoon during January and February, 1950.
Meeting of the Rice Breeders Working Party,	
Second Session of the International Rice Commission,	

Conference on Agricultural Extension in Central America held at Turrialba, Costa Rica, in August, 1949.

Regional Conference of the F.A.O. held at Quito, Ecuador, in September, 1949.

Conference on the Control of the Moroccan Locust held at Beirut in September, 1949.

The F.A.O. has also held two more general conferences attended by colonial representatives. These were the Fourteenth International Veterinary Conference at London in August, 1949, and the Conference on Livestock Breeding

under Tropical and Sub-tropical Conditions at Lucknow in February, 1950. There was colonial representation at three further conferences which, although not under F.A.O. auspices, dealt with allied problems, viz., the Third World Forestry Congress held at Helsinki in July, 1949; the Twelfth International Dairy Congress held at Stockholm in August, 1949; and the United Nations Scientific Conference on the Conservation and Utilisation of Resources, held at Lake Success during August and September, 1949. These conferences were largely technical and were useful in enlarging the experience of delegates; this applied particularly to the United Nations conference.

726. *United Nations Educational and Scientific Organisation.*—The Secretary of State's Deputy Educational Adviser attended the Fourth Conference of U.N.E.S.C.O. at Paris in September-October, 1949, as an alternate Delegate. Since this was a small business conference, not a full-scale General Conference, the Delegation included no additional representative of colonial interests. The principal item of colonial interest discussed was U.N.E.S.C.O.'s share in the expanded programme of the United Nations and Specialised Agencies for technical assistance to under-developed territories. The implementation of this programme was not begun in the period under review.

727. *World Health Organisation.*—Although, in 1948, the First World Health Assembly defined the rights and obligations to be accorded to non-self-governing territories participating in the work of the central organisation, it was not until June, 1949, at the Second Assembly in Rome, that a decision was reached on the status of such territories in the Regional Committees of W.H.O. Colonial territories are now considering, in the light of these decisions, whether they wish, in future, to participate directly in the work of W.H.O. or to be represented, as hitherto, by the United Kingdom.

728. As regards regional activities, the Second Session of the Regional Committee for the Eastern Mediterranean was held in Geneva in October, 1949; the three colonial territories in the area covered by this committee, Aden, Cyprus and the Somaliland Protectorate, were represented by the United Kingdom delegation led by Mr. M. Aziz of Cyprus, whose achievements as Executive Officer of the island's Anopheles Eradication Scheme are mentioned in paragraph 571.

729. *Inter-Governmental Maritime Consultative Organisation.*—Certain territories with predominantly maritime interests will eventually wish to participate in the work of this Organisation as Associate Members. For technical reasons, the Organisation has not yet been formally established.

730. *International Telecommunications Union.*—The Colonies form a separate full member of this Union with full voting power under the United Kingdom "Colonial ensemble." They are therefore entitled to take full part in its activities, which have consisted principally of the Fourth Session of the Administrative Council of the I.T.U. at Geneva in August and September, 1949; the Administrative Telegraph and Telephone Conference in Paris from the 18th May until the 5th August, 1949, which aimed at revising the International Telegraph and Telephone Regulations, last revised at the Cairo Conference in 1938; and the Administrative Radio Conference for the three regions of the I.T.U. whose purpose has been to prepare Frequency Assignment Plans for their respective regions eventually to be included in a new international frequency list.

(b) International Co-operation other than through the United Nations*In Africa*

731. Co-operation with other colonial powers in Africa, as well as with the Union of South Africa and Southern Rhodesia, has been considerably extended during the past year. In addition, close co-operation has been maintained between the Colonial Office and the colonial authorities in Paris, Brussels and Lisbon. Apart from the attendance of Belgian, French and Portuguese Administrative Officers at the African Summer School and at the Second Devonshire Course, British officers have visited the Belgian and French Colonial Schools. There have also been numerous visits between officials of the respective Colonial Ministries when discussions concerning a wide range of common problems have been held.

732. There have been four important technical conferences during the year:

(i) *An African Transport Conference in Lisbon in May, 1949*, was attended by representatives of Belgium, France, Portugal, South Africa and the United Kingdom and by observers from the United States Government. (For details see paragraph 412.) Following on this conference, the Secretary-General of O.E.E.C. invited representatives of the Governments of Belgium, France, Portugal, Southern Rhodesia, the Union of South Africa and the United Kingdom to attend a conference in Paris in February, 1950, to review transport plans for the African territories south of the Sahara (details are given in paragraph 413).

(ii) *A Regional Scientific Conference in Johannesburg in October, 1949*, was attended by representatives of Belgium, France, Portugal, South Africa, Southern Rhodesia and the United Kingdom. At this conference it was recommended that a Scientific Council for Africa south of the Sahara should be established, whose duties should be advisory and consultative. It was proposed that this Council should be composed of approximately twelve scientists representative both of specific subjects and of the regions concerned.

(iii) *A Nutrition Conference in the French Cameroons in October, 1949*, was attended by representatives of Belgium, France, Portugal, South Africa, Southern Rhodesia and the United Kingdom, and by observers from F.A.O. and W.H.O. Apart from a general exchange of information on nutritional matters and on methods adopted by National Nutrition Working Parties, the recommendation was made that a Nutrition Information Bureau be set up. This recommendation is at present being considered by the participating Governments.

(iv) *An Indigenous Rural Economy Conference in Nigeria in November, 1949*, was attended by representatives of Belgium, France, South Africa, Southern Rhodesia and United Kingdom and by observers from United States Government and F.A.O. It recommended that an International Bureau be established for the exchange of information on the economic and social development of African rural economies. It was suggested that this work might be undertaken by the Soils Bureau set up in Paris.

733. In addition to the above conferences, the Governments of Belgium, France, Portugal, Southern Rhodesia, the Union of South Africa and the United Kingdom have set up a Commission for Technical Co-operation in

Africa south of the Sahara (C.C.T.A.), whose main function will be to co-ordinate the activities of the various international bureaux which have been set up during the past three years, to implement the conclusions of technical conferences, and also to make arrangements for the organising of future technical conferences. Further, the C.C.T.A. will on behalf of the member Governments prepare joint requests to the Specialised Agencies for technical assistance and will consider requests for information of a technical nature that may be put to these Governments by the United Nations, the Specialised Agencies or other international organisations. The C.C.T.A. will meet twice yearly and will be assisted by a small secretariat located in London. An important point in the terms of reference of the Commission is that it may invite other countries or outside individuals, who can contribute to the examination of a particular subject, to attend its meetings or the conferences that are to be held in future in Africa.

734. Regional co-operation has continued satisfactorily during the past year, especially in West Africa, where British and French interests are closely connected. Meetings between representatives of the respective administrations have been held to discuss communications, veterinary matters, education and public health. The Office of the West African Council has been reinforced by the appointment of an official to be particularly concerned with supplying information to, and obtaining information from, the French authorities in West and Equatorial Africa on all matters of common interest. During the year the Governor of Nigeria paid a visit to the French High Commissioner of Equatorial Africa and common problems were discussed. The re-opening of the Consulate-General at Brazzaville in the near future will assist in furthering closer relations with French Equatorial Africa. An Administrative Officer from Nigeria was posted as Vice-Consul (Labour) at Libreville to assist and to watch over the interests of Nigerians employed in the forests of the Gaboon. A local committee to deal with Anglo-French civil aviation problems is being set up in West Africa.

735. Closer co-operation between the East and Central African territories and the Belgian Congo is proposed and schemes for exchanges of Administrative Officers are at present under consideration.

736. There has been an increase in the exchange of visits between officials in British territories and their Portuguese colleagues.

737. International co-operation in locust control has continued to be very satisfactory and the International Red Locust Convention was signed in February, 1949, between Belgium, Southern Rhodesia, South Africa and the United Kingdom; it is expected that the Portuguese Government will shortly join this Convention.

738. The Third International West African Conference on ethnological and archaeological subjects was held at Ibadan in December, 1949, and was attended by French, Portuguese, Spanish and British representatives.

739. There is to be an African Labour Conference at Elisabethville in July (a continuation of that held in Nigeria in 1948) and a Conference on African Medical Education at Dakar in February, 1951. Regional conferences on educational matters will be held both in East and West Africa during 1950. To these conferences observers from the appropriate Specialised Agency will be invited.

Outside Africa

740. *Caribbean Commission*.—In March, 1950, it was announced that Sir George Seel, K.C.M.G., would succeed Sir Hubert Rance, G.C.M.G., G.B.E., C.B., now Governor of Trinidad, as British Co-Chairman of this Commission. Mr. J. K. Thompson, who succeeded Mr. E. E. Sabben-Clare as Colonial Attaché at His Majesty's Embassy in Washington, became the second official British member of the Commission.

741. The Commission held its eighth meeting in Trinidad in June and its ninth meeting in St. Thomas in December, 1949. The eighth meeting dealt with outstanding recommendations of the Third West Indian Conference and the second meeting of the Research Council, confirmed a number of senior Secretariat appointments, and made preliminary arrangements for a conference of meteorological experts to improve the regional hurricane warning system. The ninth meeting was mainly concerned with the Commission's budget for 1950-51. The result of revaluation of the pound called for a careful examination of the Commission's expenditure, and it was decided to appoint a Committee to examine questions of salaries and other expenses.

742. In May, 1949, the Research Branch of the Secretariat produced the first issue of the *Yearbook of Caribbean Research*, a valuable classified summary of regional research projects. The Secretariat also issued the first of a series of economic information leaflets. May also saw the second meeting of the Research Council, held in Trinidad under the Chairmanship of Dr. H. J. Page, Principal of the Imperial College of Tropical Agriculture. The Research Committees of the Council, which were reorganised at this meeting, have begun work in preparation for the Fourth West Indian Conference at Curacao in November, 1950. A conference with its main theme as the place of livestock in Caribbean economy was held in February, 1950, in Trinidad, and was attended by the Secretary of State's Agricultural Adviser, Mr. G. F. Clay. The Caribbean Interim Tourist Committee met in August, 1949, in Trinidad where it established its temporary headquarters. It agreed upon its budget and formed an Advisory Council to assist it in promoting tourism as a major industry in the region. The meeting of meteorological and telecommunications experts, arranged by the Commission at the eighth meeting, was held in Barbados in August; it agreed upon practical measures to improve the systems of meteorological broadcasts and hurricane warnings in the Caribbean area.

743. In March, 1950, the Governments of the United States, the United Kingdom, France and the Netherlands issued a joint statement in which they maintained their support of the Commission as an important agency to advise them on social and economic problems in the region.

744. *South Pacific Commission*.—After the transfer of its headquarters from Sydney to their permanent location at Noumea, New Caledonia, in the early months of 1949, the Commission's organisation is now firmly established. The third and fourth sessions were held at Noumea in May and October, 1949, respectively. At its third session the Commission adopted a programme of research covering the period up to the end of 1950, which had been drawn up by the Research Council at its first full meeting in April, 1949. This programme, which was reviewed by the Commission at its fourth session with particular reference to the provision of the necessary funds, provides for 28 projects of research in the fields of health and economic and social development and includes investigations, *inter alia*, into tuberculosis and

filariasis ; cash crops, land use and the economy of coral islands ; vocational training, co-operative societies and community development. At its fourth session the Commission discussed plans for the first meeting, to be held in Suva during April, 1950, of the South Pacific Conference, i.e., the auxiliary advisory body, comprised of representatives of the various territories in the area of the Commission, which is designed to associate the local inhabitants of the territories with the work of the Commission.

(c) Visa Abolition Agreements

745. An agreement for the abolition of visas, concluded between His Majesty's Government in the United Kingdom and the Government of the Netherlands, was extended to certain colonial territories with effect from the 1st January, 1950.

APPENDIX I

LIST OF PARLIAMENTARY AND NON-PARLIAMENTARY PAPERS
OF COLONIAL INTEREST PUBLISHED DURING 1949-50

- Cmd. 7709. British Dependencies in the Far East, 1945-1949. 2s. (2s. 2d.)
- Cmd. 7715. The Colonial Territories, 1948-1949. 2s. 6d. (2s. 8d.)
- Cmd. 7728. Report of the Departmental Committee on Taxation and Overseas Minerals. 6d. (7d.)
- Cmd. 7739. Colonial Research, 1948-1949. 2s. 6d. (2s. 8d.)
- Cmd. 7783. International Convention for the Permanent Control of Outbreak Areas of the Red Locust. London, 22nd February, 1949. Treaty Series No. 53 (1949). 4d. (5d.)
- Cmd. 7801. Inter-University Council for Higher Education in the Colonies. Second Report, 1947-49. 6d. (7d.)
- Cmd. 7864. Exchange of Notes between the Government of the United Kingdom and the Government of the United States of America for the settlement of certain outstanding matters relating to the Establishment of the United States Air Force Base in Trinidad. Washington, 19th September, 1949. 1s. 3d. (1s. 5d.)
- Cmd. 7865. International Labour Conference. Proposed action by His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland on certain Conventions relating to Conditions of Labour in Non-Metropolitan Territories, which were adopted at the 30th Session, 1947. 4d. (5d.)
- Col. No. 240. The Colonial Office List, 1949. 15s. (15s. 9d.)
- Col. No. 241. Agricultural Extension and Advisory Work, with special reference to the Colonies. By C. W. Lynn, M.B.E., Dip. Agric. (Wye), A.I.C.T.A. 2s. (2s. 3d.)
- Col. No. 242. Report by His Majesty's Government to the General Assembly of the United Nations on the Administration of Tanganyika for the year 1948. 7s. 6d. (8s.)
- Col. No. 243. Report by His Majesty's Government to the General Assembly of the United Nations on the Administration of Togoland for the year 1948. 6s. 6d. (6s. 11d.)
- Col. No. 244. Report by His Majesty's Government to the General Assembly of the United Nations on the Administration of the Cameroons for the year 1948. 8s. (8s. 6d.)
- Col. No. 245. Annual Report on the East Africa High Commission for its inaugural year, 1948. 9d. (11d.)
- Col. No. 246. East African Rice Mission Report, 1948. By Gerald Lacey, C.I.E., M.I.C.E., and Robert Watson, C.M.G., O.B.E. 6s. (6s. 3d.)
- Col. No. 247. Colonial Primary Products Committee: Metals and Minerals Panel Report. 9d. (10d.)
- Col. No. 248. Gold Coast. Report to H. E. the Governor by the Committee on Constitutional Reform, 1949. (Chairman: His Honour Mr. Justice J. Henley Coussey). 2s. (2s. 2d.)
- Col. No. 249. Report of a Commission of Inquiry into the Sugar Industry of British Guiana. 4s. (4s. 3d.)
- Col. No. 250. Gold Coast: Statement by His Majesty's Government on the Report of the Committee on Constitutional Reform. 4d. (5d.)
- Col. No. 252. A note on some of the Scientific Studies undertaken by members of the Colonial Medical Service during the period 1930-47, with a Bibliography. 1s. (1s. 2d.)
- Col. No. 253. Malta: Recent Requests for Financial and Economic Assistance. 4d. (5d.)
- Col. No. 254. Report of the Commission on the Unification of the Public Services in the British Caribbean Area, 1948-49. (Chairman: Sir Maurice Holmes, G.B.E., K.C.B.) 2s. (2s. 2d.)
- Col. No. 255. Report of the British Caribbean Standing Closer Association Committee, 1948-49. (Chairman: Major General Sir Hubert Rance, G.C.M.G., G.B.E., C.B.) 3s. (3s. 2d.)

- Colonial Research Publication No. 4. Report on Tobacco, with particular reference to the prospects of increased production in Central and East Africa. By S. S. Murray, M.B.E. 2s. (2s. 2d.)
- Colonial Research Publication No. 5. Grain Storage in East and Central Africa. Report of a Survey (Oct., 1948 to Jan., 1949). By T. A. Oxley, Pest Infestation Laboratory, Dept. of Scientific and Industrial Research. 3s. (3s. 2d.)
- Colonial Development Corporation. Report and Accounts, 1948. 21st June, 1949. H.C. 188. 1s. (1s. 2d.)
- Overseas Food Corporation. Report and Accounts, 1948-49. 27th September, 1949. H.C. 252. 3s. 6d. (3s. 9d.)
- Overseas Resources Development Act, 1948. Accounts, 1948-49. 4th November, 1949. H.C. 272. 2d. (3d.)
- Return of Schemes made under the Colonial Development and Welfare Acts, by the Secretary of State for the Colonies with the concurrence of the Treasury in the period from 1st April, 1948, to 31st March, 1949. 7th July, 1949. H.C. 211. 1s. (1s. 2d.)
- Appointments in His Majesty's Colonial Service. C.S.R.1. 1950. 1s. (1s. 2d.)
- The Mineral Industry of the British Commonwealth and Foreign Countries. Statistical Summary (Production, Imports and Exports) 1941-1947.
- Overseas Economic Surveys. British West Africa, February, 1949. By Aubrey R. Starck, O.B.E. 1s. (1s. 2d.)
- A Review of Commonwealth Trade. Commonwealth Economic Committee Report, No. 33, 1949. 1s. 6d. (1s. 8d.)
- Commonwealth Economic Committee. Annual Report covering the period 1st April, 1948, to 31st March, 1949. 3d. (4d.)

APPENDIX II

THE COLONIAL OFFICE, 1950

SECRETARY OF STATE FOR THE COLONIES	The Right Hon. James Griffiths, M.P.
MINISTER OF STATE FOR COLONIAL AFFAIRS	The Right Hon. J. Dugdale, M.P.
PARLIAMENTARY UNDER-SECRETARY OF STATE	T. F. Cook, M.P.

*Senior Staff**

PERMANENT UNDER-SECRETARY OF STATE ...	Sir Thomas Lloyd, K.C.B., K.C.M.G.
DEPUTY UNDER-SECRETARIES OF STATE ...	Sir Charles Jeffries, K.C.M.G., O.B.E. Sir Hilton Poynton, K.C.M.G.
ASSISTANT UNDER-SECRETARIES OF STATE ...	Sir Gerard Clauson, K.C.M.G., O.B.E. J. M. Martin, C.B., C.V.O. C. G. Eastwood, C.M.G. S. E. V. Luke, C.M.G. A. B. Cohen, C.M.G., O.B.E. W. L. Gorell Barnes, C.M.G. J. J. Paskin, C.M.G., M.C. J. B. Williams, C.M.G.

Principal Advisers to the Secretary of State

AGRICULTURAL ADVISER	G. F. Clay, C.M.G., O.B.E., M.C.
ADVISER ON ANIMAL HEALTH	R. J. Simmons, C.B.E.
ADVISER ON CO-OPERATION	B. J. SurrIDGE, C.M.G., O.B.E.
EDUCATIONAL ADVISER	Sir Christopher Cox, K.C.M.G.
FISHERIES ADVISER	C. F. Hickling, Sc.D.
FORESTRY ADVISER	W. A. Robertson, C.M.G.
ADVISER ON INLAND TRANSPORT	A. J. F. Bunning, C.M.G.
LABOUR ADVISER	E. W. Barltrop, C.B.E., D.S.O.
LEGAL ADVISER	Sir Kenneth Roberts-Wray, K.C.M.G.
CHIEF MEDICAL OFFICER	E. D. Pridie, C.M.G., D.S.O., O.B.E., M.B., B.S.
INSPECTOR-GENERAL OF COLONIAL POLICE ...	W. C. Johnson, C.B.E.
ADVISER ON SOCIAL WELFARE	W. H. Chinn.
ADVISER ON TRAINING COURSES FOR THE COLONIAL SERVICE	Major Sir Ralph Furse, K.C.M.G., D.S.O.
SURVEYS ADVISER AND DIRECTOR OF COLONIAL (GEODETIC AND TOPOGRAPHIC) SURVEYS...	Brigadier M. Hotine, C.M.G., C.B.E., F.R.I.C.S.
GEOLOGICAL ADVISER AND DIRECTOR OF COLONIAL GEOLOGICAL SURVEYS	F. Dixey, C.M.G., O.B.E., D.Sc., F.G.S. M.I.M.M.

* Further details of the staff are given in the Colonial Office List, published by His Majesty's Stationery Office.

APPENDIX IIIA
APPROVED TEN YEAR DEVELOPMENT PLANS

1.	2.	3.	4.	5.	6.
Territory	Total	C.D. & W.	Loan Funds	Local Resources	Total of Local and Loan Resources
	£000	£000	£000	£000	£000
NIGERIA	55,000	23,000	16,000	16,000	32,000
SIERRA LEONE	5,256	2,900	1,400	956	2,356
GAMBIA	1,980	1,300	250	430	680
KENYA	22,000	5,100	7,000	9,900	16,900
TANGANYIKA	18,005	7,150	6,879	3,976	10,855
ZANZIBAR	1,594	1,064	—	530	530
UGANDA(a)	5,086	1,717	2,000	1,369	3,369
NYASALAND	8,258	2,303	2,500	3,455	5,955
NORTHERN RHODESIA	17,000	2,728	9,000	5,272	14,272
JAMAICA	21,730	6,250	5,446	10,034	15,480
BARBADOS	3,411	800	1,000	1,611	2,611
ST. VINCENT	1,106	346	359	401	760
DOMINICA(b)	836	536	300	—	300
CYPRUS	6,350	1,750	3,000	1,600	4,600
MAURITIUS	7,698	1,786	3,750	2,162	5,912
SEYCHELLES	325	250	—	75	75
ST. HELENA	200	200	—	—	—
ADEN (Colony and Protectorate) (b)	2,523	800	660	1,063	1,723
BRITISH GUIANA	6,646	2,500	2,757	1,389	4,146
GRENADA	1,732	382	500	850	1,350
NORTH BORNEO(c)	3,473	1,150	1,300	1,023	2,323
TURKS AND CAICOS ISLANDS	150	150	—	—	—
FIJI	4,250	1,163	2,000	1,087	3,087
TOTAL	194,609	65,325	66,101	63,183	129,284

(a) See Chapter IV, paragraph 462.

(b) Revised during 1949.

(c) The reconstruction part of the North Borneo plan is not included in these figures.

Note.—Most of the figures given are based on the published plans of the Colonies concerned, but substantial revisions in the plans that have since been made have been taken into account in compiling this and the following table. The figures should be treated as provisional since they are all liable to review.

APPENDIX IIIB
**APPROVED TEN YEAR DEVELOPMENT PLANS—TOTAL EXPENDITURE
 CLASSIFIED BY SUBJECTS**

Classification	Total Provision (£)	Percentage of total
Communications	34,462,000	19·4
Economic	41,543,000	23·5
Social	83,769,000	47·2
Miscellaneous	17,561,000	9·9
Total	177,335,000	100
Add Reserve, Interest charges, etc.	17,274,000	
Total of Plans	194,609,000	

- “ Communications ” includes Civil Aviation; Ports, Harbours and Water Transport; Railways; Roads; Telecommunications and Posts.
- “ Economic ” includes Agriculture and Veterinary; Fisheries; Forestry; Irrigation and Drainage; Land Settlement; Soil Conservation; Electricity and Power; Industrial Development.
- “ Social ” includes Education [(i) Primary and Secondary; (ii) Technical and Vocational; (iii) Higher]; Medical and Health Services; Housing and Town Development; Nutrition; Water Supplies and Sanitation; Broadcasting and Public Information; Welfare.
- “ Miscellaneous ” includes Administration and Organisation, and Physical Planning Surveys and Censuses.

TOTAL PUBLIC REVENUE AND TOTAL PUBLIC

COLONY	1939		1945	
	Revenue	Expenditure	Revenue	Expenditure
EAST AND CENTRAL AFRICA				
Somaliland Protectorate	169	262	523	588
Kenya	3,812	3,808	8,034	7,816
Uganda	1,718	2,740	3,366	3,210
Tanganyika	2,133	2,394	4,768	4,773
Zanzibar and Pemba	499	452	629	648
Northern Rhodesia	1,674	1,382	3,434	2,543
Nyasaland	817	806	1,916	1,771
WEST AFRICA				
Gambia	152	206	587	431
Gold Coast (including Togoland)	3,734	3,631	7,172	6,040
Nigeria (including Cameroons)	6,113	6,499	13,200	10,693
Sierra Leone	1,131	1,165	1,842	1,912
EASTERN GROUP				
Federation of Malaya	16,532	19,018	No data	
Singapore				
Brunei				
North Borneo				
Sarawak				
Hong Kong				
MEDITERRANEAN				
Cyprus	1,013	1,022	3,555	3,525
Gibraltar	204	275	510	469
Malta	1,432	1,413	4,007	3,362
WEST INDIES GROUP				
Bahamas	423	466	608	705
Barbados	612	627	1,530	1,145
Bermuda	399	429	816	836
British Guiana	1,312	1,357	3,169	3,388
British Honduras	441	441	622	628
Jamaica	3,082	3,164	7,748	7,614
Cayman Islands	8	15	30	24
Turks and Caicos Islands	10	14	64	53
Leeward Islands				
Antigua	127	152	297	310
St. Christopher-Nevis	148	180	276	319
Montserrat	29	35	76	80
Virgin Islands	9	11	27	27
Trinidad and Tobago	2,796	2,708	6,366	7,011
Windward Islands				
Dominica	79	79	162	181
Grenada	158	174	381	428
St. Lucia	130	133	328	448
St. Vincent	102	100	216	250
WESTERN PACIFIC GROUP				
Fiji	839	987	1,525	1,619
Western Pacific High Commission Territories:				
British Solomon Islands	47	59	57	259
Gilbert and Ellice Islands	54	64	27	181
New Hebrides	25	23	78	69
Tonga	45	56	109	90
ATLANTIC AND INDIAN OCEAN				
Falkland Islands	62	75	111	102
St. Helena	15	33	64	84
Aden	204	147	947	746
Mauritius	1,425	1,382	3,217	3,269
Seychelles	88	83	132	101

DIX IV

EXPENDITURE OF THE COLONIAL TERRITORIES (£ thousand)

1946		1947		1948		1949	
Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure
519	713	681	681	459	504	1,228	1,228
9,057	8,795	9,877	9,024	11,412	10,967	11,019	9,419
4,053	3,574	5,331	4,474	6,351	6,514	7,658	6,305
5,147	5,142	5,777	5,665	6,965	6,382	7,355	6,905
795	750	746	878	901	938	991	1,129
3,362	2,899	4,534	4,534	6,716	6,208	10,226	10,491
1,287	1,137	1,631	1,376	2,049	2,105	2,732	2,739
616	546	694	633	867	1,014	967	1,112
7,568	6,630	10,246	10,966	11,639	11,488	16,206	14,985
14,832	14,052	18,404	17,186	23,811	23,898	30,170	27,230
2,195	1,833	2,110	2,120	2,649	2,172	2,757	2,621
15,132	23,765	31,328	33,307	32,345	40,804	43,312	42,740
3,442	2,847	9,096	6,046	9,184	9,057	11,842	11,725
90	79	512	210	711	473	817	791
214	298	837	1,391	938	1,267	1,187	1,132
650	705	1,503	1,282	1,841	1,520	1,746	2,358
5,134	5,351	10,269	7,981	12,183	9,997	11,259	11,245
4,517	4,002	5,121	4,607	5,916	5,813	4,645	4,510
545	752	1,389	913	682	653	1,025	1,250
4,891	4,540	5,234	4,739	5,247	5,145	5,381	5,587
824	839	1,353	1,113	967	1,369	1,330	1,618
1,696	1,146	1,870	1,726	1,871	2,051	1,974	2,058
1,066	1,035	1,455	1,363	1,532	1,532	1,495	1,482
3,159	3,253	4,184	4,112	4,588	4,384	5,000	4,878
654	633	730	722	796	842	946	938
8,391	7,851	9,300	8,410	9,581	10,347	10,314	10,307
31	29	35	33	40	34	52	51
62	70	40	51	77	52	100	95
384	349	385	362	395	451	476	524
330	287	379	310	368	349	405	440
91	86	91	100	99	101	121	107
31	32	17	28	49	32	53	42
8,727	6,653	7,776	7,795	9,440	8,044	10,404	8,745
303	264	220	200	185	200	255	275
580	520	574	524	573	686	552	660
358	308	283	325	370	311	336	338
337	329	350	325	306	273	373	356
1,944	1,785	2,458	2,098	2,602	2,230	2,668	2,506
279	267	156	462	525	525	469	457
253	278	217	217	601	550	384	384
61	51	83	49	102	75	139	109
127	88	201	126	189	144	242	259
199	222	104	126	149	163	156	152
99	89	61	125	120	95	122	117
921	740	908	696	971	980	903	1,196
3,788	3,938	2,989	3,686	3,470	3,300	3,664	3,478
253	140	193	171	221	228	240	277

NOTES

1. Figures include amounts shown under Colonial Development and Welfare and grants-in-aid. Generally only either the net surplus or deficit from Railways is included.
2. The figures refer to the calendar years shown except for the following:—
 - Aden, Barbados, British Solomon Islands, Gold Coast, Jamaica, Malta and Nigeria: 1st April to 31st March for all years (i.e. April, 1939–March, 1940 for the year 1939).
 - Mauritius and Tonga: 1st July to 30th June for all years (i.e. July, 1939–June, 1940 for the year 1939).
 - Cayman Islands and Turks and Caicos Islands: 1st January to 31st December for 1939, and 1st April to 31st March for 1945 to 1949.
 - Gilbert and Ellice Islands: 1st July, 1939 to 30th June, 1940 for the year 1939; 1st July 1945 to 31st March, 1946 only for 1945 and 1st April to 31st March for 1946 to 1949.
 - Hong Kong: 1st January to 31st December for 1939; 1st May, 1946 to 31st March, 1947 for 1946, and 1st April to 31st March for 1947 to 1949.
 - Federation of Malaya, Singapore and Sarawak: 1st April to 31st December for 1946.
 - North Borneo and Brunei: 1st July to 31st December for 1945.
 - Somaliland Protectorate: 1st January to 31st December for 1939; 1st July to 30th June for 1945 to 1947; 1st July, 1948 to 31st March, 1949 for 1948, and 1st April, 1949 to 31st March, 1950 for the year 1949.
 - Labuan in 1939 is included with Malaya, and in 1946 to 1949 with North Borneo.
3. Conversions to £ sterling have been made at the following rates:—

Aden, Mauritius and Seychelles	... ..	Rupee	= 1s. 6d.
British Guiana and Trinidad	... ..	Dollars 4.80	= £1
British Honduras	... ..	1939 Dollars 4.46	= £1
		1945–49 Dollars 4.03	= £1(*)
British Solomon Islands, Gilbert and Ellice Islands and Tonga	... ..	£A125	= £100
Brunei, Federation of Malaya, North Borneo, Sarawak and Singapore Colony	... ..	Dollar	= 2s. 4d.
Fiji	... ..	£F.111	= £100
Hong Kong	... ..	1939 Dollar	= 1s. 2.75d.
		1946–49 Dollar	= 1s. 3d.
Dominica, Grenada and St. Vincent	... ..	1946–49 Dollars 4.80	= £1
Antigua, Virgin Islands, Barbados, St. Christopher–Nevis and St. Lucia	... ..	1947–49 Dollars 4.80	= £1
Montserrat	... ..	1948–49 Dollars 4.80	= £1
4. Figures for the following territories are estimates pending receipt of the respective Annual Accounts:—
 - In 1947: Federation of Malaya (Expenditure only), Turks and Caicos Islands and British Solomon Islands. In 1948: Federation of Malaya, Singapore, Brunei, Malta, Bahamas, Jamaica, Cayman Islands, Turks and Caicos Islands, British Solomon Islands, Gilbert and Ellice Islands and Tonga. In 1949: all Territories.
5. The following should be noted:—
 - Kenya*.—The East African Joint Services are included in Revenue and Expenditure for all years.
 - North Borneo*.—In 1946–49 Revenue excludes grants-in-aid.
 - Cyprus*.—Annual grants-in-aid to meet Turkish debt charges are excluded throughout.
 - Tanganyika*.—In 1947–49 Revenue and Expenditure exclude the Development Plan Account.

(*) No allowance has been made for the change in the exchange rate from 4.03 dollars to 2.80 dollars in the period 18th Sept.–31st Dec.

APPENDIX V
EXPORTS OF COLONIAL PRIMARY PRODUCTS IN 1936,
AND IN 1946-49 INCLUSIVE

Commodity	Unit	Year				
		1936	1946	1947	1948	1949 (Pro- visional)
Groundnuts (Decorticated) ...	000 tons	295	316	302	302	310
Palm Kernels	"	488	363	388	408	420
Palm Oil	"	194	110	172	190	210
Copra(a)	"	328	63	98	144	160
Coconut Oil(a)	"	48	15	54	62	76
Cocoa	"	410	345	300	299	350
Coffee	"	50	54	48	65	60
Rice	"	27	23	22	24	30
Rum	000 gals.	2,381	6,397	7,627	8,221(b)	8,000
Sugar	000 tons	984	888	967	1,046	1,150
Spices:—						
Pepper	"	13	21	17	9	6
Cloves	"	10	18	10	18	10
Ginger	"	3.5	3.0	3.4	3.0	3
Nutmegs	"	2.6	3.2	3.3	2.6	3
Tea	"	7	11	12	11	10
Tobacco	"	8	11	12	15	16
Cotton	"	87	52	60	49	70
Hides and Skins(c)	"	19	16	23	22	22
Hardwood	million c. ft.	11	13	15	20	22
Sisal and other Hard Fibres ...	"	126	146	128	155	162
Pyrethrum	tons	2	8	2	2	3
Bauxite	000 tons	170	1,234	1,386	2,006	2,000
Chrome Ore	"	—	32	28	15	32
Coal	"	47	188	157	97	100
Cobalt	"	1.2	1.2	0.9	1.0	1.4
Copper	"	153	181	198	231	265
Diamonds	000 carats	2,076	1,262	1,439	1,522	(f)
Gold	000 fine ozs.	791.7	812.2	806.0	902.0	916.0
Iron Ore(d)	"	578	604	674	926	930
Lead	"	—	6	14	13	12
Manganese	"	448	756	589	630	729
Tin(e)	"	93	18	42	56	64
Zinc	"	20	17	19	23	23
Oils, Petroleum	000 tons	2,828	3,171	6,489	8,866	9,533
Rubber (production)	"	433	429	707	768	740

(a) These figures include, for Malaya, any copra re-exported and exports of coconut oil expressed from imported copra.

(b) Including some provisional figures.

(c) A "skin" or "piece" has been assumed to weigh 1½ lb.

(d) Sierra Leone only.

(e) Including metal content of ore exported.

(f) Not available.

APPENDIX VI

AREA AND POPULATION OF THE COLONIAL TERRITORIES

	<i>Area</i> (square miles)	<i>Population</i> (latest estimate)
EAST AND CENTRAL AFRICA		
Somaliland Protectorate	68,000	500,000
Kenya	224,960 (including water 5,230)	5,373,000
Uganda	93,988 (" " 13,680)	5,050,000
Tanganyika	362,688 (" " 19,982)	7,403,000
Zanzibar and Pemba	1,020	264,000
Northern Rhodesia	290,323 (including water 8,000)	1,645,000
Nyasaland	47,404 (" " 10,575)	2,417,000
WEST AFRICA		
Gambia	4,033	276,000
Gold Coast (including Togoland)	91,843	4,200,000
Nigeria (including Cameroons)	372,674	25,000,000
Sierra Leone	27,925	1,870,000
EASTERN GROUP		
Federation of Malaya	50,850	5,159,000
Singapore	282	1,002,000
Brunei	2,226	41,000
North Borneo (including Labuan)	29,387	345,000
Sarawak	47,071	550,000
Hong Kong	391	2,317,000
MEDITERRANEAN		
Cyprus	3,572	480,000
Gibraltar	2½	25,000
Malta & Gozo	122	313,000
WEST INDIES GROUP		
Bahamas	4,404	78,000
Barbados	166	207,000
Bermuda	21	37,000
British Guiana	83,000	414,000
British Honduras	8,867	65,000
Jamaica	4,411	1,389,000
Cayman Islands	93	7,000
Turks & Caicos Islands	202	6,500
Leewards Islands:		
Antigua	171	43,000
St. Christopher-Nevis	152	47,000
Montserrat	32	14,000
Virgin Islands	67	6,500
Trinidad & Tobago	1,980	619,000
Windward Islands:		
Dominica	305	52,000
Grenada	133	75,000
St. Lucia	233	85,000
St. Vincent	150	66,000
WESTERN PACIFIC GROUP		
Fiji	7,040	285,000
British Solomon Islands	11,500	90,000
Gilbert & Ellice Islands	375	37,000
New Hebrides	5,700	47,000
Tonga	269	47,000
ATLANTIC AND INDIAN OCEAN		
Falkland Islands (exc. Dependencies)	4,618	2,300
St. Helena & Ascension	81	5,000
Aden (Colony & Protectorate)	80 (Colony) 112,000 (Protectorate)	81,000 650,000
Mauritius & Dependencies	809	471,000
Seychelles	157	35,000