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NIGERIA

# SPEECH AND ADDRESS

by His Excellency the Governor

Sir Arthur Richards, G.C.M.G.,

to the Legislative Council

18th March, 1946





# SPEECH

by

His Excellency the Governor, Sir Arthur Richards, G.C.M.G.  
to the Legislative Council, 18th March, 1946, when laying  
on the Table his Annual Address in printed form.

HONOURABLE GENTLEMEN,

My third Annual Address has been printed and placed in your hands a week ago in order that you may have time to read this review of the year's work before embarking on your Budget Speeches. This Session, probably the last under the old Constitution, marks the end of an epoch — or the beginning of a new epoch, according to the way one looks at it. New Letters Patent, Orders in Council and Royal Instructions have been drafted and will soon be published. I have hopes that the next Budget, in March, 1947, will be considered by the new Legislative Council of Nigeria appointed under the new Constitution, and that the Regional Houses of Assembly will have settled down during 1947, and be ready to play their full part in dealing with the expenditure for 1948.

Last year Lord Lugard died. In the proud record of British Colonial Administration two names stand out — those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing order out of chaos, and in laying the foundations of the Nigeria we see today. Those who knew him personally marvelled how great a heart beat within that slender frame, and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off; he was at work all day and far into the night wherever he was — in Zungeru, on a launch on the Niger, in rest-houses, even on leave and on the voyage to and from Lagos — and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know today. Yet behind all this



there was no mistaking the soldier and the man of action in the alert and wiry figure of "the Little Man", as he came to be known later on. One did not argue with his swift decisions; once made they were immovable. One of his notes, on the choice of a school site, read, "I planted a white stick where the Superintendent's house should be" — and there it was, and is.

It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jobba, a stranger could travel alone and in perfect safety through a settled and orderly country; rid of the slavery which he hated, and governed, under his wise guidance, by the Africans in whose service he spent his life.

Meanwhile there have been further personal changes in our membership. Mr Gates has retired after serving on this Council since 1940, and Mr Oliver, whose term of membership expired last month, is retiring from the country where his quiet and unobtrusive public service in every undertaking connected with the war effort will be long remembered. We welcome as new members Dr Nimbe, Mr MacKenzie, Mr Cannell and Mr Adedoyin, declared at present to be the Third Member for Lagos.

In many respects I have less to say to you in my covering speech this year because so much has already been dealt with. In March, 1944 and in March, 1945, I dealt with many points of general policy, and I cherish a hope that Honourable Members will sometimes refer to those speeches and refresh their memories with statements of policy which have not lost their efficacy and which it is not necessary for me to repeat. Furthermore, we have, at our meetings in December and January, given exhaustive consideration to the Development Plan. It is now published for all to read and requires no further elaboration by me.

In regard to our financial position, I made an interim statement in my speech to this Council on the 10th December last, and to that I have added an analysis and a review in my printed Address which I hope leaves nothing necessary unsaid. My Honourable friend the Financial Secretary will deal with our finances in greater detail in his Budget speech, and I can leave that exposition in his competent hands.

In my speech of the 10th December I dealt also with the strike of last summer, with the necessary continuance for a time of some of the war-time controls, and with the prospect of increased supplies. There is nothing that I can usefully add to or subtract from what I then said. The Cost of Living Commission of Enquiry has completed its investigations, and we now await its report. The matter is obviously of such grave importance that hasty pronouncements are to be deprecated, and I therefore appeal to all concerned to exercise patience.

I am becoming increasingly conscious of the cleavage of interest and outlook between Lagos and the rest of Nigeria —

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perhaps I ought to say between Nigeria and Lagos. Inside of Government service the accusation has often been made that the Central Government is too much coloured by residence in Lagos, and that to view Nigeria through Lagos spectacles is to have a distorted and false view. If there are any grounds for such an opinion, inside of Government, whose officers at headquarters are constantly renewed from the Provinces and sent out again to the Provinces, how much more must it be true of those who live always in Lagos and claim a Nigerian mandate on the strength of the plaudits of the unemployed who throng the over-crowded streets of the capital city, and form one of its chief problems.

The new Constitution aims at fostering Nigerian unity and at giving every section of Nigeria an equitable share in its policy and a proportionate voice in its administration. By such means we can look forward to a true Nigerian perspective in which Lagos will remain the commercial and administrative capital greatly influenced by the Provinces, no doubt influencing them in turn, but not in a position to dominate them or to assert a political leadership which is not based on agreement and understanding.

We have heard a great deal lately about the freedom of the Press. I confess that a perusal of our local Press leaves me in doubt whether I ought to feel puzzled or amused. I cannot detect any lack of freedom. It seems to me that they use up all there is, and that any extension would bring the freedom-lovers within the warm embrace of the Criminal Code. I presume that the most rabid apostle of freedom stops short of claiming to be above the Law. The true democrat claims to be free to live by no man's leave, underneath the Law. The essence of freedom is surely that it is the equal property and right of all.

But we have been treated to a new interpretation of freedom of the Press—freedom according to the Gospel of Lagos and the Oracle of Onitsha—Freedom to demand that all who hold different views should be boycotted and suppressed, freedom to demand that freedom itself should be reserved for a small group which peddles patriotic sentiments for profit, and hysterically solicits the prayers and the pennies of the faithful to help in refusing to answer a simple challenge. Uneasy lies the head that would wear a martyr's crown — without the inconvenience and discomfort which generally accompanies martyrdom. Martyrdom *de luxe*, gentlemen, — price one shilling. Of course, these antics are ridiculous and unworthy of my attention or yours, were it not that the nonsense is dangerously dressed as patriotism and is intended to beguile and to lead astray the working classes, to create an illusion of sacrifice behind the incense-smoke of disciples' praise.

Ah, yes, our Press is free — free to abuse, to sabotage effort, to kill enthusiasm, to impute bad motives and dishonesty, to poison the springs of goodwill and foul the well of trust, to impregnate the body politic with envy, hatred, malice and all uncharitableness — in short, free to do the Devil's work.



There are other kinds of freedom which I should like to see exercised — the freedom to support what is good, to help in a constructive approach to baffling problems, freedom to use moral courage in telling people the truth that miracles of progress cannot be wrought by a stroke of the pen or without hard work, and cannot be wrought at all in an atmosphere of mistrust.

A free Press should also be a responsible Press and should impose on itself of its own free will the restraint which decency demands and honesty dictates. A responsible Press is one of the essential bulwarks of freedom and responsible Government. Its absence impedes the progress towards self-government by making public life distasteful to many of those best qualified to take a leading part in it. So long as abuse of authority sells the paper, so long as private dividends take precedence of public duty — for so long must we expect to see men debauch the public taste and prey upon the prejudices and pennies of the poor. I repeat once more my appeal to the Press to use worthily the freedom which they possess.

I have said so much about Education in my printed Address that there is no need to add to it now. On one point only I think I should voice the public interest. A few months ago a young Nigerian returned from the United States of America and announced that he had been instrumental in securing 150 scholarships for Nigerian students to obtain education in America. A great deal of publicity has been given to the statement but no further information has been published. The questions which arise are — what is to be the value of these scholarships, what is the origin and the total of the money, and how has it been set aside, who is to select the scholars, and how much in addition to the scholarship will it cost each student to live and study in America; and how is that money to be paid. I did not originate these questions. They have been asked by Africans in Lagos, and they have not been answered. No one would be more pleased than I if satisfactory answers are forthcoming to them. The Government of Nigeria is naturally interested, especially as it is part of the duty of Government to protect would-be students abroad from the hardship of going abroad with inadequate means — a hardship from which clear fore-knowledge can save them.

In my Budget Speech last year I emphasized the anxiety of Government to find qualified and competent Nigerians for the higher posts in Government Service. We want scores of teachers, doctors, engineers, agricultural officers, surveyors and so on. It is no use saying that there are plenty of qualified and competent Nigerians, because we all know that at the moment it is not true to say so. We can say that there must be plenty of Nigerians who could qualify and become competent if given the chance. With that statement I agree. The Government is most anxious to provide the facilities for such training. Our development plans contain such provisions and I am as impatient as you are, gentlemen,

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to get on with this work. The fact that we are hampered by the difficulties of post-war re-adjustment is not our fault. We ask for help and support in surmounting these difficulties. We are trying to do so much all at once and to catch up with the arrears of the long war years in circumstances which make progress slow. We are faced with every kind of shortage, personnel and material, with communications upset and uncertain, and with shipping preoccupied with repatriation of troops. I think that you are right, gentlemen, to press for action and for results, but I hope that in doing so you will not minimize the unusual difficulties which slow up the translation of intentions into results.

\* I wish to add a word or two on the subject of Land Acquisition, which has had so much publicity already.

In recent months there has been an organized opposition to the acquisition by Government of land in Lagos. Those who have organized this opposition, and the people of Lagos, should realize that Government does not acquire land for any purpose that is not in the best interest of the people of Lagos and of all Nigeria of which Lagos is the capital.

If Nigeria is to advance and take its place among the progressive countries it must have at Government Headquarters an organization large enough to carry out efficiently the central administration of the country.

The present Government offices in Lagos are quite insufficient for the Civil Service that is necessary for the administration and development of the country. Also a large increase of expert staff is required to deal with the organization and technical work connected with the development programme. Additional residential accommodation will have to be built to accommodate the additional staff.

Furthermore, the Government has in hand schemes for reclamation and for re-conditioning of land in order to be able to offer alternative sites to those who are dispossessed by slum clearance and to those who are living at extortionate rents in overcrowded tenements.

The town of Lagos contains some of the worst slums in the world. No attempt has been made by the landlords of Lagos to improve and modernize their properties. The poorer people at the present time have to live under conditions which are a disgrace to any country.

Government cannot provide an efficient administration or for the growth of a modern sanitary town without acquiring land. The opposition against every acquisition definitely obstructs the efforts of Government towards the improvement of Government services in Lagos and the development of the capital town of Nigeria into a modern city with the amenities which its citizens have a right to expect and which are necessary for their health and well-being.

The practice of acquiring land for public purposes and for town planning is not confined to Nigeria. One example appeared in the London "Daily Telegraph and Morning Post" of the 2nd of



February. The headline was "Buying Half of Two Boroughs. L.C.C. Rebuilding Scheme." It was stated in the article that the London County Council is proposing to become the ground landlord of two-thirds of Stepney and one-third of Poplar. For what will probably be its biggest reconstruction scheme under the Town Planning Act it plans to purchase 1,960 acres in these two boroughs.

The time has come when the people of Lagos should ponder and ask themselves if they wish Nigeria to have a capital city in Lagos of which they and the people of all Nigeria can be proud, or if they wish Lagos to remain a backward town while other towns in Nigeria improve into well planned towns.

Last of all, I should like to make mention of one section of its servants to which the Government is specially indebted. I refer to the Police Force. For six long exhausting years they carried a very heavy burden of responsibility, they worked very long hours, and they dealt with difficult, and, in many cases, entirely novel situations, with credit to themselves and this Government. There has never been among them any sign of discontent, disloyalty or indiscipline. They have worked throughout these years with cheerfulness and a good spirit. They have shown a true conception of their obligations to the Government which employs them, and to the public whose families and property they guard. I take this opportunity of conveying to all ranks of the Nigeria Police Force the Government's very warm appreciation of their record of work throughout the war years — a record of which they may well be proud. Improvement in their pay and conditions of service is under consideration and will not, I hope, be long delayed.

In conclusion, I reiterate that I have faith in our future. We stand so close to our own times, and we feel so wholesomely impatient with our slow rate of progress, that the sum of real achievement is apt to seem small. But the effect is cumulative, and if we have the faith to go on and the will to work, I think that our little page of History will not be unworthy of the Volume.

I thank you, gentlemen, for your attention.

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# ADDRESS

by

His Excellency the Governor, Sir Arthur Richards, G.C.M.G.  
to the Legislative Council, 18th March, 1946.

HONOURABLE MEMBERS,

My third Annual Address is also my first peacetime Address and I have endeavoured to make it a comprehensive review of the past year's work. Looking back, we entered on the year 1945-46 with high hopes of Victory and we have not been disappointed; looking forward to the year 1946-47 we have equally high hopes of Peace and all that Peace may mean and bring. It rests with ourselves to coin those hopes into the currency of health and wealth and happiness. A study of the Budget, which you are asked to approve, will show the intentions of Government—intentions which can only become accomplished facts if the goodwill and the co-operation of all classes of the Nigerian community is behind them. I now begin by dealing with our financial position.

## Finance

When I addressed the Legislative Council on the 10th December last, I referred, in speaking of financial matters, to the greatly strengthened reserve position which had resulted from wartime budgetary surpluses, the intention to use a portion of these surpluses for financing loan expenditure pending reimbursement from the Development Loan to be raised in 1948 or 1949, the necessity during the interim period of presenting and achieving balanced budgets, and the circumstances in which some additional taxation is held to be necessary. I am glad to say that the hope which I then expressed that the reserve position would be further moderately strengthened as a result of the current year's working will be realized. The estimated surplus for the current year as stated in the printed draft Estimates is £573,877 but it may be possible to substitute a rather higher figure when the eleventh-hour review of the progress of expenditure has been completed. (I take this opportunity of mentioning that where I refer to estimated figures in this address I use the figures given in the draft Estimates as printed though these will be subject to some change as a result of proposals which will be made by the Government in the Select Committee on the Estimates.) This result, though in itself satisfactory, is surprising if account is taken of the fact that during the year £1,420,777 had been voted as supplementary provision ("new money") up to the end of February last. Although this



very large additional sum has been voted, it is unlikely that the original estimate of expenditure will be exceeded by more than some two or three hundred thousand pounds. A large under-expenditure was, in fact, foreseen under Public Works Extraordinary when the 1945 Estimates were presented, but the fact that there has been such vast under-expenditure under the original and supplementary Estimates taken as a whole is a reflection of the sanguine spirit, natural enough with the approach and final advent of victory, in which the Estimates of Expenditure were conceived. The severe limiting difficulties created by war do not, however, vanish with the laying down of arms and neither staff nor equipment has come forward in the measure which was hoped. Mainly, however, the satisfactory result of the current year's working is to be attributed to the fact that the original Estimates of Revenue will be exceeded by well over one million pounds. Income Tax contributes some £850,000 to this excess and Nigeria's share of the West African Currency Board's profits (£242,650) has also helped materially. Many additional charges for which no or insufficient provision was made in the Estimates have been met. Of special interest in that connection is the vote of £187,900 taken late in the year in order to clear certain outstanding accounts relating to the purchase of foodstuffs and the subsidization of food prices and also the vote taken to cover the cost of the 20 per cent increase in the cost of living allowance, the actual expenditure from which is not calculable.

It is not proposed to ask this Council to approve appropriations either to the Reserve Fund or the Supplementary Sinking Fund of the large surplus finally achieved in 1944-45 (£1,312,157, excluding the sum of £500,000 appropriated in March, 1945 to the Reserve Fund) and the smaller, but still substantial, surplus which is likely to be realized at the end of the current financial year. Although a policy of maximum investment is being followed to ensure maximum revenue from interest, it is deemed advisable to maintain a large unappropriated General Revenue Balance so that loan expenditure may be financed, as far as possible, without the formalities of release from special funds during the interim period which must elapse before the large Development Loan is raised. I will refer later to the measures which are proposed for raising loan funds in Nigeria.

To turn now to the budget for 1946-47, which is the main business of this Meeting of Council. The Estimates provide for a surplus of £304,710 as follows:—

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Honourable Members have had in their hands for nearly six weeks the draft Estimates of Revenue and Expenditure together with a full explanatory Memorandum. You have also had full opportunities of studying the Ten-Year Plan of Development and Welfare with which this budget is closely linked. It will not have escaped notice that, even if the estimated expenditure and revenue (£1,373,340) in respect of Approved Schemes of Colonial Development and Welfare, which revenue and expenditure must, of course, be exactly equal, are excluded, both the Estimates of Expenditure and Revenue constitute a Nigerian record. In the last financial year, 1944-45, for which complete accounts are available, the actual Government expenditure (excluding, of course, the appropriation of £500,000 to Reserve) from all sources including Development and Welfare grants by His Majesty's Government and loan funds totalled £9,635,720; if all goes according to plan in 1946-47 the Government expenditure from all sources will be £14,623,750. In short, the Government plans to spend in 1946-47 half as much again as was actually expended in 1944-45 and nearly a quarter as much again as is likely to be spent in the current financial year. These facts and figures merely serve to illustrate vividly the nature of the policy of bold expansion on which the Government, with the full approval of this Council, has now embarked and the fact that in the coming year Development passes definitely from its preliminary and preparatory phase into the phase of full-scale execution of an approved Plan.

In accordance with the accepted policy that, for the next two or three years at any rate, the budgets must be balanced, a balanced budget is presented to you in 1946-47; indeed, the Estimates forecast a small surplus of £304,710, small that is in relation to the total estimated revenue and expenditure and small also in relation to certain contingencies for which it is not yet possible to provide. I cannot, of course, foretell what the results will be of the deliberations of the recent Commission on cost of living allowance or of the enquiry shortly to be conducted by the Commission appointed to go into the question of the salaries of established staff, but it seems unlikely that these results will be negative. It may, therefore, be necessary to ask the Council in the course of the coming financial year to make provision to meet requirements resulting from the work of these bodies. Whether in that event a balanced budget will, in fact, be achieved is a matter for speculation, but two circumstances embolden me to think that this is at least not improbable. Shortage of manpower, equipment and materials still continue to be a restrictive factor and it may be that in 1946-47 the Estimates of Expenditure have, as in the current year, been framed without sufficient regard to this factor. It may also well be, as in the past year, that the Estimates of Revenue, particularly from Customs Duties and Income Tax, will be materially exceeded. There is, however, one important consideration arising from this general review of the position to which I



particularly invite the attention of Heads of Departments as a matter of first importance. Now that the war is over, now that the Estimates are prepared for the achievement of purposes which will tax to the full the energy and capacity of the entire Government organization, it is essential to revert to the fundamental principle that the annual Estimates must be regarded as fixing and delimiting the objects and amounts of Government expenditure and that applications for supplementary provision will only receive favourable consideration by the Government if they answer the orthodox test of unavoidable and unforeseeable necessity. I shall, therefore, look forward in the coming year to a very great reduction in the number of Special Warrants which are submitted for my signature. I need hardly add that this necessary object can only be achieved if the wartime habit of regarding the submission of supplementary Estimates as a normal and not a quite exceptional expedient is abandoned and if a resolute effort is made throughout all the departments of Government to ensure a more effective control of expenditure than exists at present. If what is planned in these Estimates is accomplished, it will be much; progress towards accomplishment should proceed along the lines laid down, the beguilement of by-paths and after-thoughts being firmly resisted.

I desire to draw the attention of the Council to certain aspects of the Estimates of Revenue. It is a fortunate circumstance that during these last few years revenue should have kept pace with and even overtaken rapidly progressing expenditure. The Revenue Estimates for the coming year have been prepared in a spirit of cautious confidence. It has been considered justifiable to budget for increases over the current year's Estimates under the majority of Heads of Revenue but it should be noted at once that expenditure on the scale contemplated could not have been considered but for the sum of £2,620,000 which it is hoped to secure from Income Tax on Companies and Individuals, which exceeds by £1,070,000 the approved original estimate for the current year. This estimate is based on two assumptions:—

- (a) that the Bill to amend the Income Tax Ordinance which the Council will consider during this meeting will become law, and
- (b) that the provisions of the treaty which His Majesty's Government made with the United States of America on the subject of double taxation will be applied to Nigeria in common with the rest of the Colonial Empire.

I have no doubt that both are safe assumptions, but it is proper to mention that final directions have not yet been received regarding the latter and that the amending Bill makes no provision for the changes in the local Income Tax Law which will be required when final directions are received. It follows that at a later meeting in this Session the Council will almost certainly be asked to consider a further amending Bill. The effect of applying to Nigeria the

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principles of the Treaty with the United States of America coupled with the increase in the rate of Companies Tax from 5s to 7s 6d will be to produce additional revenue in the order of £425,000. Of less financial importance, though of more general interest, since this will affect the pockets of all individual Income Tax payers, is the expected additional yield of £125,000 from Income Tax on individuals. The proposal, embodied in the Bill, is to make a 50 per cent surcharge on the amounts for which at present individuals taxed on the Second Schedule are liable, though some relief is afforded in respect of children's allowances. A moderate increase, not by any means 50 per cent in the lower income groups, is also proposed for those who pay tax under the First Schedule; these are, broadly, the Africans not paying under the Second Schedule who live within the Township of Lagos; it is proper that the rates of tax should be moderately increased for these taxpayers since throughout Nigeria in the last two years the rates of and the yield from Direct Tax have been generally and materially increased. I trust that the Council will accept these proposals as reasonable, moderate and inevitable. The main burden of individuals' Income Tax under the Income Tax Ordinance, of course, falls on the non-African community, but the major contribution is not made, as is sometimes erroneously supposed, by the members of that community employed under Government. Although that burden has been materially increased during the war years, its weight has never even remotely approximated to that which the people of the United Kingdom have accepted as a matter of course and as part of the inevitable price of victory, nor will such approximation be achieved by the measures now in contemplation. The increase in the rates of Income Tax for individuals now proposed, to be followed in 1947-48 by an approximately equal increase, constitute, however, a recognition of the need to bring Nigeria's rate of Income Tax more into line with that obtaining in other parts of the Empire and, still more, the need to contribute more directly and materially than at present to the demands of Development in Nigeria to which the heavily-taxed citizens of the United Kingdom are to make a material contribution. It is no longer apposite in this difficult and devastated post-war world to think in terms of the old pre-war standards of living.

It may seem ironical after the foregoing reference to increased taxation to turn to the question, which doubtless has occurred to Honourable Members as to others, whether, now that the war is over, the time has come to reduce or remove all or any of the additional taxes imposed during the war. Now it is patent from what I have just said that I hold that the rates of Income Tax introduced during the war should not only be maintained but moderately increased. It will naturally be asked whether the same considerations apply to Customs Duties, and the answer is in my view, broadly, that the same considerations do not apply; Customs Duties can properly be reviewed with sole reference to economic



and revenue considerations. I have, in fact, given careful consideration to the question whether some remission of the additions to Customs Duties made during the war might prudently be made now but, with one exception to be referred to later, where the considerations are almost entirely economic, I have decided that it would be premature to lower the Customs tariff at this stage. With some dubiety the Customs and Excise revenue has been estimated at a figure of £191,000 in excess of the estimate for the current year. This is no more than a guess which recognizes the probability of an increased volume of imports and an increased consumption of locally manufactured cigarettes, but which also takes account of the troubled state of the world and the gradualness of reconversion to peace-time production and exports in the countries lately at war, particularly the United Kingdom. I hope sincerely that the estimate may be proved by events to have been far too conservative. If that should happen, if receipts from Customs and Excise should assume a volume materially exceeding present expectations, I intend that the wartime increases should be reviewed with a due balancing of revenue considerations against the desirability of reducing, if possible, the cost of imported commodities in common use and of stimulating local productive enterprise. The problem is not, however, simple; reduced prices on importation might be of small public service as long as spending pressure remains abnormal; nor should it be forgotten that the supply position of certain commodities such as textiles is worse, not better, than it was during the war years.

I referred earlier to one exception to the general policy of leaving the Customs tariff alone for the present. The Council will be invited to pass a resolution reducing the Import Duty on petrol from 10d plus 25 per cent surcharge to 8d plus 25 per cent surcharge, a net reduction of 2½d. No loss of revenue is anticipated; petrol imports will, it is believed, offset the loss which would otherwise result; and it is hoped by this change to serve general economic interests by lowering the costs of motor transportation.

Of the Estimates of Expenditure, I need say little. With the main underlying principles of present budgetary policy, the Council is already familiar and the details of the new services and works for which provision is made are covered in the Memorandum on the draft Estimates and the Ten-Year Plan for Development and Welfare. The whole subject will also be traversed, in official speeches during the debate. There are, however, three points on which I will touch briefly.

As for the current year, the Estimates are divided into two parts, the first containing the normal schedules, departmental and otherwise, and the second the schedules (including Development Loan expenditure) which embody the 1946-47 instalment of the Ten-Year Plan. Nevertheless, the two parts of the Estimates, to be properly understood as a reflection of the Government's spending policy, must be considered together as both parts are interlocked

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and interdependent. The departmental schedules provide the central and nuclear organization for the implementation of the Plan and as such their scope and substance are materially affected by the activities for which provision is made in the Development and Welfare schedules. A new Head of the Estimates has been opened to cover the complex of official activities relating to the resettlement of ex-servicemen in civil life. Both the scope of these activities and their intrinsic importance justifies this. Of special interest under this Head is the provision of a substantial sum to enable Departments to employ ex-servicemen as supernumeraries. I have deemed it advisable to direct that steps should be taken, in view of the large impending expansion of Government electrical undertakings, to separate the direction of those undertakings from the Public Works Department, which is itself about to assume vastly increased responsibilities. The appearance in the Estimates of Electricity as a separate Head unassociated with the Public Works Department represents the first step in that direction.

Council will be invited at this meeting to consider two related Bills; the first is a general Bill under the provisions of which authorized loans may from time to time be raised locally; the second will enable the sum of one million pounds to be raised in Nigeria, under the provisions of the first Bill, for purposes in connection with the Ten-Year Plan of Development and Welfare for Nigeria and other approved development purposes. I have every reason to believe these measures will commend themselves to the Council and if they are duly passed it is my hope that arrangements will be completed within the next three or four months which will enable the public of Nigeria for the first time in Nigeria's history to invest in a locally raised Government loan. The occasion will be significant and the response will be watched with much interest. I cannot, of course, at this stage give details of the amount of the first instalment of the loan nor of the terms on which it will be raised. When these matters are settled due notice and full publicity will, of course, be given.

The financial measures contemplated for 1946-47 taken as a whole constitute an act of reasoned faith in Nigeria's future. It is natural that some doubts and fears should exist as to the financial capacity of Nigeria to carry out the full intentions of Government. It would, of course, be rash to assume that all will turn out exactly as planned or that we shall move forward to our objectives without interruption across easy and open country, but to move forward with these great objectives in view is clearly right; and it is indeed the only alternative to a state of apprehensive and unfruitful immobility. The present financial conditions are favourable; the immediate future, though not in all respects predictable, justifies a reasonable hope that Nigerian revenues will remain buoyant; if a concerted drive forward is made now we may gain strong vantage points which will strengthen our position when more difficult financial conditions must be encountered.



## Northern Provinces

All Native Authorities of the Northern Provinces have continued their unswerving loyalty and the outstanding feature of the year has been the general rejoicing for final victory over both Germans and Japanese. Since victory, attention has been concentrated more than ever on development plans though the continued shortage of Administrative Officers is still acute. The keenness, indeed anxiety, of Northern Chiefs for the progress of their administrations was clearly evident from the lively way in which these matters were discussed at their annual conference. We have indeed a willing spirit: it is hoped that the necessary assistance in the way of staff will be forthcoming.

*Groundnuts.*—The price has remained unchanged at 130 per cent above the pre-war figure. The 1944-45 harvest produced 227,546 tons, and it is expected that the 1945-46 crop will amount to some 250,000 tons.

*Rice.*—4,515 tons were requisitioned out of an estimated total crop of 30,000 tons. Supply is far short of demand and the black-market price rose in some areas to £40 a ton: Northern Provinces rice requisitioned for export to Southern Provinces was bought at an average price of about £12 a ton.

*Corn.*—23,103 tons of guinea-corn and millet were successfully requisitioned for the Minesfield, Army and Lagos from the 1944-45 harvest. Requisitions for 1945-46 have been increased to 28,000 tons: the price is now 100 per cent above pre-war figure. A Government reserve of grain is being established and the necessary grain stores are being erected.

*Food Supplies* in general have been satisfactory except in Benue Province: the yam harvest in Kabba and Ilorin Provinces has been slightly under average.

*Tin.*—Notice of the termination of the contract between the Ministry of Supply and tin-producers caused output to fall off somewhat: applications for mining titles continue at a high level.

General Tax collection in the Northern Provinces showed an overall increase of 32.8 per cent between 1938-39 and 1944-45. The assessments for 1945-46 show further increases amounting in some cases to as much as 25 per cent of the 1944-45 rates.

Progress has been made in the widening of the membership of Emirs' and Chiefs' Councils to ensure the representation of educated and younger men on these bodies. The death of the former Ata Gala has provided an opportunity for the overhaul of the Native Administration of Igala Division in Kabba Province and for the removal of its headquarters from Idah to Ataneguma.

Ordinance No. 29 of 1945 has set up the Gaskiya Corporation to manage the Northern Provinces Hausa Newspaper *Gaskiya ta fi Kwabo*.

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Considerable further progress has been made with female education in Moslem areas. The first Government scholarships to British Universities were awarded to four Africans of the Northern Provinces: they went to the United Kingdom by air in October. It is hoped that the Northern Provinces Trade School at Kaduna and Native Authority Clerical Training School at Zaria will be opened early in the coming financial year: plans for the reorganization of the Northern Provinces Law School, or School for Arabic Studies as it will in future be called, are also under consideration. The year has seen the establishment of the first radio diffusion services in the Northern Provinces. The Emirs of Bauchi, Biu and Gumel have been on educational tours to Lagos and the Southern Provinces.

Plans, especially for rural development, are in hand but their implementation on a large scale awaits the provision of staff and materials: the delivery of much-needed materials was seriously held up by the strike. Progress, however, is already being made with well-sinking and model settlements for which Native Administration Reserve funds are being utilized. One of the major problems that will require solution in the course of the development of the Northern Provinces is the rehabilitation of the degenerate soils of the Plateau Province: investigation into the economic position of the Birom tribe and a pioneer land-conservation scheme at Gyel have been begun. A Town-Planning Officer has been posted to Kano to consider a comprehensive plan for Kano City Township and environs. Work on the Yola-Wukari trunk road which will be of immense benefit to Adamawa Province has been put in hand. A new hospital at Offa was opened in December.

Demobilization is proceeding satisfactorily and readiness to return to the land is being shown: special wards for disabled soldiers have been built as adjuncts to the main hospitals of the Northern Provinces. The U.S.A.A.F. was withdrawn from Kano and Maiduguri soon after the cessation of hostilities.

Some Provinces were not affected at all by the strike and, in general, only those Native Administration employees who had been recruited from outside the Northern Provinces went on strike.

An unfortunate clash between Hausas and Ibos occurred at Jos on the 8th October: it reflected the hostility between Hausas and Ibos. The fracas might have assumed serious proportions but for prompt police action.

The Railway bridge at Mile 455 on the Western line was washed out on the 15th September and a passing train plunged into the river: the guard lost his life. An important bridge on the Kontagora-Sokoto Road was also washed out by these extremely heavy rains.

Captain Thompstone and four Native Administration representatives left Maiduguri for Khartoum on the 8th December by air to investigate the problem of destitute pilgrims in the Sudan and Jedda,



During the year Messrs J. J. Emberton, D. M. H. Beck and R. D. Ross have retired.

A number of Administrative Officers who have seen active service during the war with His Majesty's Forces have now resumed their civil duties.

Several important African personages died during the year: the Ata Gala, the Emir of Lafiagi, the Chief of Dabai, the Waziri of Kaiama and the Chief Alkali of Bida.

### Western Provinces

Mr Asifo Egbe of Warri, Magistrate, died on the 3rd October, 1945, after a short illness. He had represented the Warri Division for a number of years on the Legislative Council before he was appointed Magistrate in September, 1942, a post which he held until his death. In Mr Egbe Nigeria has lost a zealous officer and a true patriot.

The past year has seen some important changes in the political organization of the Western Provinces. It is hoped that they will lead to wider representation of the people in the counsels of the Native Authorities and to an increase in their sense of responsibility. At Benin the Native Authority Council and at Ijebu Ode the Advisory Council have been established on a broader basis giving adequate representation to the outlying villages. Town Councils are being constituted as subordinate Native Authorities to manage the affairs of Benin City and Ijebu Ode town. In Iaro Division plans are far advanced for the federation of the four northern Native Authorities of Meko, Aiyetoro, Olori-Ketu and Iboro and for the establishment of a federal treasury and a federal Court of Appeal. In Ekiti, too, satisfactory progress is being made towards a real federation, the one outstanding difficulty being the intransigent attitude of the people of Aḍo.

A big effort is being made to ensure that the wealthier classes of the community bear their full share of direct taxation. In the past the main burden of this has fallen on the poorer classes and the wealthy have not, in the majority of cases fulfilled their proper obligations. Assessment Committees set up a year or two ago in many places are making progress in securing detailed information regarding the incomes of the wealthier citizens, and in adjusting individual assessments accordingly.

As far as the Western Provinces were concerned the general strike was ineffective. This was very largely due to the loyalty and good sense of the Native Authorities and their employees. Three Provinces were entirely unaffected. In the other three Provinces the strike was confined to Railway workers and for varying periods to Posts and Telegraphs and Public Works Department employees in three of the larger centres.

*Visit of Emirs of Bida and Kontagora.*—The Chief Commissioner and the Chiefs of the Western Provinces were pleased to

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welcome the Emirs of Bida and Kontagora at the Chiefs Conference held at the beginning of August.

During the year I presented insignia of a C.M.G. to the Alake of Abeokuta and of a C.B.E. to the Awujale of Ijebu Ode; conferred upon them in recognition of their services to their people and to Nigeria.

Nearly all the principal native foodstuffs have suffered from exceptionally bad climatic conditions during the year. It was found difficult, and in some cases impossible, to provide commodities such as Gari from Ijebu Province, and Rice and Maize from Abeokuta, for the Lagos Marketing Scheme. The situation in the Ijebu Province became such that it was found advisable in August to decontrol the price of Gari and to abandon the system of production by quota. Army requirements to the end of the year were met, although sometimes with difficulty. The food situation in the Western Provinces in this early part of 1946 is likely to be more serious than in any previous season. Prices during the peak season of production at the end of 1945, when prices should have been low, were as high as in April. It seems certain that these conditions were caused mostly by the unfortunate coincidence of two bad farming seasons, but also by migration of labour to the towns.

There was a general decline in production throughout the Western Provinces during the year. Comparative figures show an over all decrease of 4 per cent as compared with the period January to October, 1944. Part of this decline is undoubtedly due to some diversion of labour to food crops and, again, to the migration of labourers to urban areas in search of wage-earning occupations. The full effect of this diversion and migration will not unfortunately be apparent until late in 1946.

The 1944-45 main cocoa crop season was only average and there was little indication that the improved price had led to any extensive attempt to clean plantations, or eliminate the Black Pod disease. The 1945-46 main crop has been late and, in spite of threats of a hold-up, buying is now in full swing and there are indications that the tonnages purchased will be considerably higher than last year. The quality of the crop is good and some of the effects of the increased price, which now include a further increase of £4 10s made at the beginning of the present season, are observed in the improved condition of the plantations.

The production of plantation Rubber shows an increase on the 1944 figures. There are indications however that very little new planting is taking place, partly as a result of propaganda by the Native Authorities to discourage excessive planting of a crop which may not be remunerative when the trees come into full bearing, and partly because the relative prices of food crops and export rubber have here again diverted some labour to the farms.

An Area Resettlement Officer was posted to Ibadan in October and nineteen ex-servicemen's registration centres were opened in the Western Provinces during the year; all registration



clerks and other staff employed are ex-servicemen. At the end of October, 2,035 ex-servicemen had registered for employment and of these 400 had found employment. By the end of November the majority of employers had registered under the Ex-servicemen Ordinance and quotas had been allocated to them: it is hoped that these quotas will absorb at least another 2,000 men. Plans for further absorption apart from quotas are under active consideration.

During the year the shortage of staff became even more acute than in previous years. Administrative duties have increased considerably and long tours and overwork are taking their toll in increased invalidings. At the end of the year there were thirty-four officers available for fifty-six pre-war duty posts.

### Eastern Provinces

The tonnages of palm oil and kernels offered for export in 1945 have shown a disappointing decrease. This decrease was probably due to the abnormal lateness of the rains resulting in a poor fruiting season rather than to a relaxation of effort on the part of the producer. At the beginning of November the team of officers overseeing and organizing the oil palm production drive was disbanded.

The unusually long dry season and the consequent delay in planting food crops aroused anxiety that there might be severe scarcity in 1946. The position is still uncertain in the more northerly districts but there is no cause for alarm near the coast.

In April the dock workers employed at Port Harcourt by Messrs Elder Dempster Lines, Limited, went on strike, but, on being assured that their conditions of service would be investigated, resumed work in less than a week.

An industrial dispute in the Cameroons Province between the Custodian of Enemy Property and the Plantation labourers led to a strike accompanied by disturbances which lasted for three weeks in July and August. This strike was in some measure due to dissatisfaction with the varying rates of pay in the different plantations. The dispute was eventually settled by agreement between the employees and the Custodian on revised conditions of service.

In August 1943 the Colliery Unions at Enugu presented to Government a petition making large demands. These demands were made in spite of the fact that the output per man shift had shown a considerable decrease since 1938 when the system of payment by results alone had been discontinued. In an attempt to settle the threatened dispute the Colliery Manager proposed two systems of working which would benefit the industrious employee and reduce the earnings of the lazy one. Neither was acceptable to the Unions who declared a trade dispute. The Commissioner of Labour being unable to settle the dispute by conciliation, the Governor, in accordance with law, referred it to arbitration.

In January 1945 the Arbitrator's Award was published and was to come into force from the 1st April. The Unions agreed to a

proposal of conditions of the different instrument accepting to be recruited. Divisions to an end.

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proposal of the Colliery Manager that before that date the Award conditions should be tried out in one district to gain experience of the difficulties of time-keeping entailed. Meanwhile the Government instructed that every workman should sign an agreement accepting the conditions of the Award. Any workman refusing was to be regarded as having resigned. With very few exceptions all refused to sign and instructions were issued for new labour to be recruited. When recruitment began in the Owerri, Okigwi and Udi Divisions the men decided to return to work and the dispute came to an end.

In view of the fact that the Colliery Unions obviously did not represent the interests of the worker, Government withdrew recognition from the Unions and instructed that all negotiations should be conducted with a Committee of Representatives of the workmen. This Committee was elected by a secret ballot supervised by the Industrial Relations Officer (Mr P. H. Cook) and as a result of its negotiations with the Colliery Management a modification of the Arbitrator's Award was accepted by the management and men. The terms of this agreement have since regulated the conditions of employment in the Colliery.

The general strike lasted from the 23rd June to the 9th August. The Ogoja Province was little affected while in the Calabar and Cameroons Provinces no strike occurred. In the Onitsha and Owerri Provinces the technical staff of the Railway, Public Works Department, Marine and Posts and Telegraphs came out. In Port Harcourt the dock labourers of Messrs Elder Dempster Lines, Limited, followed suit. During the period of the strike essential services were maintained by Europeans and volunteers assisted by military personnel.

Tax collection has been effected without incident. Throughout the Eastern Provinces attempts are being made to introduce more widespread collection of income tax through the medium of Assessment Committees. It is unlikely, however, that any appreciable increase in the Provincial totals of tax will result from these attempts in the immediate future. Assessment Committees, whose members are often themselves liable for income tax, tend to be over-lenient in assessing income-tax payers, and accordingly efforts are at present being directed more towards the acceptance of the principle of income tax payment than to attempts to obtain the maximum yield from it.

Jangali has been collected for the first time in the Obudu District of Ogoja Province on, approximately, 1,400 head of cattle grazing on the Grass Plateau.

There has been a comprehensive sleeping sickness survey of the whole Obudu District of the Ogoja Province during which a large majority of the population has been tested. Dispensaries have been established in areas where the greatest incidence exists. Dr McSorley, Medical Officer, Sleeping Sickness Service, has also carried out an extensive survey in the Oban area in the vicinity



of the Bamenda-Cross River-Calabar Scheme. Here he was of the opinion that sleeping sickness either does not exist or is insignificant. Nevertheless certain preventive measures have been proposed.

In the Calabar, Ogoja, Onitsha and Owerri Provinces and in the Bamenda and Mamfe Divisions of the Cameroons Province Administrative Officers, with the active co-operation of the people, are engaged in a reform of the Native Courts. Their main endeavour is to reduce the large panels and massed benches created as a result of the reorganization subsequent to the Aba Riots, in 1929. Considerable progress has been achieved in obtaining acceptance of the principle of the selection of the best man for the purpose, in many cases literates, as Native Court Members. The reduction of the size of the bench has had the effect of increasing the individual earnings, in sitting fees, of the members.

No progress has been made with the proposals for municipal reform in Calabar. In Port Harcourt the question of municipal government has roused interest and is being closely examined.

In the Udi Division the people continue to show enthusiasm for learning to read and write. Here the wide popularity of mass literacy has given rise to voluntary undertakings, such as the erection of village maternity homes, sub-dispensaries, co-operative consumers' shops and the construction of improved water supplies and feeder roads.

The end of the war was naturally celebrated more as a milestone on the road to better things than as an occasion for relief from strains of which the people could only be dimly conscious, but rejoicing was nevertheless widespread. Sympathy for those of other lands who had suffered was given tangible form in the generous contributions made voluntarily to the various war funds during the course of the war.

The Eastern Provinces present more than average difficulties in the re-absorption of ex-soldiers into civil life. There is the press of population creating a land shortage, in many cases in just those areas from which large numbers of recruits have been drawn. Industries are almost entirely lacking. It seems, therefore, that apart from some absorption into normal Government, Native Administration and commercial employment the best chances for employment will be in connection with development schemes or by the development of industries. These must depend to a large extent on staff, research and experiment and there must inevitably be a time-lag between demobilization and absorption. Dispersal centres have been established and every Divisional Headquarters made a Registration Centre.

Planning for post war development has received increased attention from the Area Development Committee and Provincial Committees which have held regular meetings during the year. Plans have been drawn up for the construction of feeder roads in the Eastern Provinces, for providing adequate telephone and radio-

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telephone communications; for the improvement of water supplies on a wide scale and for the provision of increased medical and educational facilities.

Work on the two trunk road projects of the Bamenda-Cross River-Calabar Development Scheme—one from Mamfe to Ikom and thence to Bansara to link the Cameroons with the Eastern Provinces and the rest of Nigeria, and the other from Mamfe to Calabar to provide a rapid outlet from the upper Cross River area—is proceeding with Colonial Development and Welfare funds, and an Administrative Officer has been posted to the special duty of investigating the subsidiary settlement and agricultural development projects. Investigations completed show that the best approach to the problems of settlement and agricultural development is to plan a land settlement scheme based on oil-palm cultivation, with Pioneer Mill processing, the area required to support such a Mill being taken as the unit project. The problem of resettlement from the over-populated areas is one of the most urgent, and possibly the most difficult, of the problems facing the administration in the Eastern Provinces and the present scheme can but be a prelude to more ambitious and extensive schemes. The estimated cost of the scheme from the Nigerian revenue is as follows:—

	£
1945-46 ... ..	1,310
1946-47 ... ..	17,650
Total ... ..	£18,960

The long awaited Ikom-Bansara main trunk road was commenced on the 8th January from near Bansara and by the 8th February motors and light lorries could proceed as far as Ikom, fifty miles.

The Ikot Ekpene Raffia Industry has made rapid progress. Membership of the Co-operative Society (which is confined to craftsmen) has doubled and the Society is now paying out £80 a week to workers. The articles produced—mats, bags, toys, etc., are of admirable quality.

The Fisheries Adviser to the Colonial Office (Mr C. F. Hickling) and the Fisheries Development Officer (Captain W. B. Dowson) visited the Creek areas of the Owerri and Calabar Provinces during the year.

In 1944 a grant of £3,100 was made from the Colonial Research Fund to the International African Institute to finance a survey of the social and economic position of women in the Cameroons Province in connection with general development and welfare schemes. The survey, which will deal particularly with the Bamenda Division, has been undertaken by Dr Phyllis Kabbery, a social anthropologist, who arrived in the Cameroons early in 1945. Dr Kabbery is working in close touch with Administrative and technical Officers and the Institute of Arts, Industries and Social Science at Achimota. Dr Kabbery's studies have already aroused keen local interest.



Members of the staff of the Town Planning Adviser in Accra visited the following places in the Eastern Provinces and prepared plans: Port Harcourt; Enugu; Owerri; Victoria; Aba; Onitsha.

Mr Tetlow, member of the staff of the Town Planning Adviser also visited Calabar and Umuahia during the year.

The Eastern Provinces suffered a serious loss in February in the sudden death, while on tour, of Mr P. G. Harris, C.M.G., Senior Resident, Cameroons Province, of which province he had been in charge since the 19th August, 1943.

### Colony

The end of the war was followed by a considerable decrease in Service personnel in Lagos which permitted the return to the public of most of the buildings requisitioned for Service departments, including those of two leading secondary schools. It has not been possible to remove many controls for which certain elements of the public clamoured with the cessation of hostilities.

As a result of a dispute between Government and some of its employees on the rate of cost of living allowances a strike of the African Civil Service Technical Workers Union occurred on the 22nd June and lasted until the 4th August. The maintenance of essential public utility services was gravely jeopardized and the Lagos public owed more than it realized in its well-being and comfort during the period to the assistance of the armed forces and to unpaid European volunteers. Although largely the instruments of politicians and in many cases ignorant of the issues at stake, the strikers on the whole behaved with reasonable restraint, but there were some cases of hooliganism in the local markets and one act of serious sabotage resulting in the derailment of a passenger train near Oshodi.

Arising largely out of the strike a Commission of Enquiry was appointed to study the question of cost of living to Government employees and to make recommendations.

Following persistent appeals by the Lagos public, all controls of the gari trade were removed on the 29th August. Supplies to local markets have been regularly and plentifully maintained, but retail prices have risen by about one-third over the formerly controlled price and the fall in prices which occurred in the open markets during the season of plenty of the previous year did not occur.

The number of unemployed and persons not employed in gainful occupation remains high in Lagos and constitutes with the serious housing shortage, major problems.

Social Welfare in the Colony has been directed toward three main forms of activity: the care and supervision of delinquent and neglected children; the establishment and development of clubs for physical recreation and leisure-time activities for young people, and social case work on behalf of members of the armed forces.

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The appointment of additional staff both European and African, permits sound hopes for the expansion of existing services and the development of others.

The Colony Native Authorities continue to develop along satisfactory lines and the Native Courts have manifestly justified the granting to them of increased powers. The supervision and control of the Native Treasuries has been reviewed and the Financial Memoranda of the Northern Provinces have been accepted for application to the Colony.

Remarkable progress has been made in the extension of education and the formation of Divisional and Native Authority Area Education Committees has proved a particularly useful innovation.

The main demobilization centre for the Nigeria Area has been established at Ikeja. The regular arrival of large contingents of troops has attracted to the village the usual crowd of parasites, tricksters and others seeking gain from soldiers awaiting demobilization and transport to their homes. Although no serious incidents have been reported, precautions against disorder have been taken.

#### Lagos Town Council

In January, 1945, an election was held in "10" Ward (Ebute-Metta) to fill the vacancy caused by the death of the previous representative in December, 1944. Mr H. A. G. Thompson was elected unopposed.

In 1945 there were 1,111 voters registered for Municipal. The lack of interest in the franchise continues apparently as this latter number can only be one-sixth or less of the number who could claim to be put on the voters' list.

The Council's reorganization on Municipal lines — which is still being gradually effected — is working smoothly. The work of the Standing Committees is becoming more detailed and Councillors are obtaining a greater insight into the affairs of the Council. The new Municipal Treasurer's Department is in being and the change over to a municipal accounting system is proceeding. This system will eventually enable the Council and the ratepayers to assess the cost to the rates of the various services and to know in detail how the revenue is spent.

While the programme of road reconstruction is proceeding, the rate of progress has been retarded by the strike and lack of materials. New construction of roads and drains is, in the main, held up by lack of an approved Town Planning scheme, which also affects, to a great extent, any scheme for building modern markets.

The Council's finances are reasonably sound with reserve funds established for the replacement of the more important plant and machinery, and for general purposes. The revenue for 1946-47 is estimated at a little over £200,000; the highest in the Council's



history, but it should be noted that about one-fifth of the revenue is needed to pay Cost of Living Allowances. The Township Rate will be at the rate of 3s 8d in £ over the whole year, and this with the Water Rate of 1s makes a total of 4s 8d. This figure compares very favourably with rates in other Municipalities and shows a willingness on the part of the ratepayers to meet their responsibilities.

## Treasury

Accounting and statistics—in short “figures”—do not provide the same scope for a review possessing general interest as the work of a department, the activities of which closely touch the lives of the people. Nevertheless, accounting is as fundamental to the financial as the Medical Service is to the physical health of the Colony.

The Statement of Assets and Liabilities together with the comparative Statements of Revenue and Expenditure, as published each month in the *Gazette*, reflect the activities of all departments. Five years under war conditions during which many new duties of great complexity devolved upon the Treasury demonstrated that, however wide the ramifications of other departments, ultimately all their activities are reflected in the accounts of the Colony. Certain of these activities will disappear but they will be replaced under the Ten-Year Development Plan by others of greater scale and importance.

No review of the activities of the department would be complete without a reference to staff difficulties. Increased responsibilities and duties were accompanied by a steady deterioration in the staff situation throughout the years 1939-44. The situation has improved somewhat during the past twelve months but it still remains acute consequent upon the permanent invaliding of three officers during the period August 1945, to January 1946.

The necessity for up to date information on the accounts of the Colony for the purpose of framing financial policy is self-evident, but the staff situation has hindered all attempts to accelerate production. Proposals are under consideration for the complete re-organization of the department, which will enable such information to be provided in as short a period as the Colony's system of communications will permit.

During the year considerable progress has been made in clearance of arrears of essential supplementary accounting records. There has been increased recourse by technical and other departments to accounting advice, and also appreciation of the importance of comprehensive cost accounts and statistics in the development of experimental projects. The demand for assistance in this connection has far exceeded the department's ability to provide the requisite trained personnel.

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A section has been organised to operate the accounts and records of Development Schemes and, in addition, to undertake the specialized accounting that is necessary for certain of those schemes. The importance of the preparation of costs and statistics by professional accountants is considered to be of great consequence to the Development Programme as a whole, and it is hoped to extend this section by the addition of staff possessing the requisite training and experience.

What is known in the Treasury as the Subsidiary Accounts Section deals with about 7,000 accounts made up of various items such as Motor and Bicycle advances, accounts of other Colonial Governments, accounts with the various Native Administrations, deposits from the Customs and the Law Courts, various War Charities and many others.

To compile these various accounts it is necessary to collect vouchers from the Crown Agents, Provincial Treasuries and the ninety-eight Treasuries, allocate them correctly and post each individual item into ledgers. The individual postings in a month frequently exceed 15,000. Under present conditions this task is performed by very junior subordinate staff as experienced trained staff is not available. Constant reconciliation and analysis of the subsidiary accounts is necessary, but here again the department is handicapped by a shortage of both European and experienced African staff. To remedy the position six African Government pensioners have been engaged on a temporary basis. Considerable progress has been made and it is hoped that arrears will be cleared and the accounts reconciled and balanced in the not distant future.

This branch of Treasury activities is given in some detail as the subsidiary accounts are, from time to time, made the subject of ill-informed criticism.

While staff improvements would alleviate the position, it is considered that the only effective cure is decentralization.

Pensions fall under three main heads—Colonial, Military, and Imperial. The total number at present being issued is 7,844 made up as follows:—

• Colonial:	European	...	...	1,976	
	African	...	...	2,721	4,697
Military:	European	...	...	17	
	African	...	...	2,843	2,860
Imperial:	European	...	...	60	
	African	...	...	227	287
					<hr/>
					7,844
					<hr/>

Military Pensions for Africans are increasing rapidly at the rate of between 60 to 70 monthly.



There are at present approximately 21,000 holders of Nigerian Savings Certificates, who own some £474,000 worth of Certificates—an average of £22 per person. It is, however, a matter of regret that the total amount refunded during the months October to December 1945, was considerably in excess of the value of new Certificates sold, and that it has not been possible to remit any money to the United Kingdom since September 1945. This is due to the impression, which appears to be gaining ground, that the necessity for investment in Savings Certificates no longer exists now that hostilities have ceased.

### Audit

In spite of an acute shortage of staff and the ever-increasing Programmes of Work, steady progress has been maintained throughout the year under review.

From time to time in past years questions have been raised in this Council and the Select Committee on the Estimates as to whether the Audit Department should not take over the audit of all Native Authority Accounts, and after discussing this matter with the Chief Commissioners Eastern and Western Provinces, the Commissioner of the Colony, and the Auditor, I have now decided that these audits should, as soon as the staff position admits, be taken over by the Colonial Audit Service.

The Auditor is already in charge of the audit of the Native Authority accounts in the Northern Provinces where he and his officers discharge considerably wider functions than are normally associated with audit. I should like to record here the valuable service they have rendered, and continue to render, as the advisers to the Native Authorities in the Northern Provinces on financial and accounting methods, as instructors of Native Authority staff in the keeping of the accounts, and as advisers of Government and the Provincial Administration in all matters connected with the workings of the Native Treasuries. It is my desire that these benefits should be extended also to the Western and Eastern Provinces and the Colony as soon as possible.

The Auditor and his officers will have a very heavy programme of work ahead of them as the undertaking of these additional audits not only covers the audit of the Native Authorities' accounts but the whole of the Government outstations accounts as is the case in the Northern Provinces.

### Inland Revenue

Further expansion of the department has continued during the year but has been hampered by the general difficulty of obtaining sufficient qualified staff, although towards the end of the year the vacancies for Assistant Commissioners were practically all filled. The Kano Branch Office has continued more than to justify

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its establishment and the opening of the Ibadan Office in September 1945, has further served to emphasise the scope which exists for the correct assessment and collection of Income Tax in Nigeria provided that sufficient trained and experienced senior staff can be made available. These circumstances have justified the department in submitting a comprehensive scheme for reorganization and strengthening of the staff, and although this project has not yet received the full consideration of Government certain of the initial steps have been approved and are reflected in the new establishment and titles in the departmental expenditure estimates. The personnel required will need to be highly qualified and specialized so that progress towards completion of this reorganization will necessarily have to wait upon the opportunities for proper recruiting outside Nigeria.

Difficulties of accommodation and staff have prevented the anticipated opening during this year of an Inland Revenue Office at Port Harcourt to deal with liabilities in the Eastern Provinces, but it is hoped that this desirable expansion will not now be much longer delayed.

Investigations into the back duty cases involving penalties have proceeded at all stations and it is anticipated that during the year a sum of £70,000 will have been collected from this source. Nor is the well nearly-dry yet. Cases at present under investigation promise considerable revenue in the coming year and there are many others which will well merit the close attention of the experts when they are available. While revenue from this special source may possibly lessen in time as tax evaders learn of the heavy penalties to which they lay themselves open, quite an amount in tax and penalties yet remains to be collected on false and incorrect declarations already made.

At £2,400,000 the revised estimate for the current year exceeds the original estimate by some £850,000. While profits brought to tax have been maintained, and even increased in some cases, it has also been found possible to make up a certain amount of leeway by imposing estimated assessments in time for collection within the current year on the more substantial enterprises whose exact declarations were not available. The increase is thus to some extent fortuitous and non-recurrent.

For the increase in the estimate for the coming year we must look to other factors, one of which, and I refer to the rates of tax imposed, lies largely within the discretion of this Council. Later in this Session Government will introduce a Bill designed to effect a moderate increase in the rates of tax, but I regard this only as a first instalment of the increases which the local taxpayers will have to bear in furtherance of the general development and welfare policy on which we have embarked.

Even the present and projected increases would, however, owing to the operation of the Double Taxation Relief principles, have



reflected only moderately in the Revenue Estimates were it not for another factor in which we have but little hand. Members may be aware that the United Kingdom Government has recently entered into a convention with the Government of the United States of America whereby, *inter alia*, tax on certain trading profits is first collected by the country of origin of the profits and this tax is allowed in full as a deduction from the tax payable on the same profits in the other country in which they may attract tax by residence. As is natural in such a complicated subject there are many difficulties to be ironed out. Nevertheless, the Secretary of State has informed me that it is intended to revise the existing Double Income Tax Relief principles forthwith on the lines which I have so briefly explained, and on this assurance we have been able to add some £500,000 to our Income Tax Revenue Estimate for next year.

The success of modern methods in connection with Income Tax has satisfied me that under-assessments of persons in the higher income ranges under the Direct Taxation Ordinance is much too frequent, and as a preliminary to a review of the whole taxation machinery of Nigeria this Council will at an early date be asked to approve measures allowing Native Authorities to make use of the technical ability of the Inland Revenue Department. The extra revenue to be collected and the additional staff required for this service must at present be matters only for conjecture.

### Customs and Excise

Throughout the year the Department of Customs and Excise has again carried on its work efficiently and smoothly in spite of a depleted war-time staff. Tonnages of imports and exports have been well maintained and the gross revenue from all sources has come up to expectation.

At the December meeting of Council a bill was passed amending and bringing up to-date the Customs Ordinance, 1942 and since then the Ordinance, with its supporting subsidiary legislation, has been brought into force. This step is significant in the revenue history of Nigeria and of the other four West African Colonies as the new law and regulations are designed to form the basis for unification in customs procedure and practice in the four British Colonies. The whole revenue system, including the multifarious forms used departmentally or by members of the public, has been overhauled and brought into line with modern requirements. A code of rules, framed primarily for the guidance of officers of the Department, has been compiled and printed and is being made available to the public so that commercial and shipping interests may have readily accessible an encyclopaedia of customs formalities and of the many ancillary enactments governing our import and export trade and thus be in better position to follow and comply with revenue and other official requirements.

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The following table gives a brief outline of the trade and revenue of the country during the war years:—

	DUTIES		VALUE OF TRADE (excluding bullion specie and currency notes).		TONNAGES	
	Customs	Excise	Import	Export (including re-export)	Landed (including coastwise and transhipment cargo)	Loaded
1939	1,929,658	15,857	6,757,136	10,468,732	433,306	1,020,016
1940	2,105,129	52,569	7,478,818	11,603,687	409,208	1,024,413
1941	2,043,806	72,519	6,505,116	13,782,579	590,449	1,272,116
1942	2,798,003	191,938	10,489,502	14,523,814	847,095	1,341,001
1943	3,452,477	536,417	12,418,239	15,151,562	800,148	1,291,671
1944	3,896,203	722,821	15,717,755	17,189,289	555,130	1,219,056
1945*	3,624,108	603,979	11,300,535	15,404,681	405,983	924,722

\* 10 months

As from the 1st April, 1946, control of our land frontiers, at present vested jointly in the Police and the Department of Customs and Excise, will be taken over entirely by the latter and staffed, so far as possible, with ex-servicemen. In time it is hoped to be able to extend this service and close some of the more glaring gaps in our frontier revenue defences.

During the year under review two new enactments under the Excise Ordinance, 1941 were made, namely, the Brewing Regulations, 1945 and the Excise (Cigarettes, Cigars and other Unmanufactured Tobacco) Regulations, 1945. At the moment locally-manufactured cigarettes are the only excisable goods and the duty thereon, together with the customs duty on the imported leaf tobacco used with locally-grown leaf in the process of manufacture, comprises a not inconsiderable part of our total revenue. It is only a matter of time before other local industries come into being and it is considered advisable to anticipate this and have the machinery ready to cope with the various excise problems that are bound to arise.

Smuggling, I regret to say, is still rife especially in the Calabar and Victoria areas, but now that hostilities have ceased it is hoped that before long suitable craft to cope with this menace will be made available. That the Department, with the able assistance of the Police and Administrative Officers is, however, doing what it can with its limited resources to protect the revenue is instanced by the fact that during the first ten months of 1945 no less a sum than £16,469 was recovered from penalties, forfeitures and seizures.

Throughout the year shipping agents and merchants have given of their best in an effort to overcome the difficulties and trials inseparable from war and its aftermath. For this the Government is grateful and it is hoped that the spirit of unselfish co-operation forged in the heat of war will remain to grace the peace.

### Agriculture

The European Staff of the Agricultural Department has been seriously reduced in number during the year. Captain J. R. Mackie, C.M.G., proceeded on leave prior to retirement and Mr D. H.



Urquhart was appointed to the post of Director of Agriculture, Gold Coast. Mr A. H. Young was promoted to be Deputy Director of Commerce and Industries and Mr J. West, Senior Botanist, was transferred to the Gold Coast. In addition, one officer was transferred to Zanzibar, one to the Development Branch of the Secretariat and one to the Gambia. One Senior Agricultural Officer was retired on grounds of ill-health and one Senior Botanist left Nigeria prior to retirement on health grounds. As an offset to the list of these nine officers only two officers were recruited and arrived in Nigeria.

Every effort was made to maintain production of the principal export crops at a maximum level. The gradings of Palm Oil for the calendar year 1945 amounted to 116,312 tons compared with 141,000 tons in 1944. During the same period, gradings of palm kernels amounted to 299,039 tons, as against 331,000 tons in 1944. The decrease in palm products marketed was due mainly to a bad season, but was influenced by increased activity on crops for internal consumption.

The 1944-45 cocoa crop amounted to 85,000 tons, compared with an average of 100,000 tons for the previous five years. Prospects for the 1945-46 crop are more encouraging. The season was exceptionally late, the main marketing commencing in mid-December 1945.

The 1944-45 groundnut crop amounted to 228,000 tons, a figure above the average for the previous sixteen years. The 1945-46 season will be better, the estimated tonnage to be bought for export being 300,000 tons. The rains were adequate and well distributed throughout the growing season.

The cotton crop in the Northern Provinces gave the low figure of 12,000 bales in 1945 while the Southern Provinces produced a further 4,850 bales. Comparative figures for the previous season show 16,200 bales and 5,700 bales respectively. The low figures were due to restricted planting in the Northern Provinces in connection with the drive for groundnuts, a poor growing season and competition from the internal weaving market.

Production of plantation rubber continues to increase, production figures for 1945 being 8,766 tons compared with 8,558 tons in 1944. Wild rubber has shown a big decline from 736 tons in 1944 to ninety-two tons in 1945. This was to be expected as trees were worn out and vines destroyed. But the object was achieved, wild rubber being produced when the shortage of rubber was most acute.

Forty-three tons of cured ginger were graded in the Kachia District in 1945 compared with thirty-one tons in the previous season.

Grading of potatoes from the Northern Provinces for the local market continued, 1,028 tons being graded as compared with 1,559 tons in 1944. As a result of this inspection, potatoes of "ware" quality only are marketed outside the producing areas of the Northern Provinces.

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The Capsicum (Inspection for Export) Regulations, 1945, came into force on the 1st October, 1945, whereby Capsicums and Chillies intended for export must be inspected and graded by the Produce Inspection Branch of the Agricultural Department. Thus a step has been taken to ensure that chillies when exported will be of such quality that they will be accepted on world markets. By the end of 1945, 305 tons had been graded for export.

The Produce Inspection Branch of the Agricultural Department maintained the high quality of its work throughout the year and again it is pleasing to record that no major complaints were received from any of the countries to which Nigerian produce was exported. As the total tonnage involved was some 687,086 tons to a value of approximately £9,706,370 and as nine different products were inspected and graded, this is a tribute to the work of the European and African Staff. This branch of the Department continued to supply information required for the efficient running of the control schemes and undertook the inspection of local products such as rice, maize, etc., as and when required.

I referred in my Address of last year to the danger which might be anticipated from Swollen Shoot of cocoa, a disease which has caused widespread and rapid destruction of cocoa trees in the Gold Coast. The Cocoa Survey to which I then referred got fully into its stride in the Oyo Province in 1945, and by the end of September 37,963 farms totalling 80,415 acres had been surveyed. In an area centering around the villages of Badeku and Olanla there have been discovered 287 farms containing 150,000 trees affected by the disease. Many farmers are apprehensive of the motives attending a campaign designed to remove these trees, which may serve as a source of infection of much wider areas. The understanding and co-operation of owners of these farms will be necessary to ensure the success of this campaign aimed at eliminating the disease. Cutting out of affected trees has now begun.

The trends of trade following upon the cessation of hostilities have indicated the necessity for scaling down certain important lines of production, notably in pigs and potatoes in the Northern Provinces.

After an inauspicious start characterized in several northern areas by local drought at guinea corn planting time, the season was the best experienced for many years. Only from Ilorin and Niger Provinces, and to a lesser extent, Adamawa and Kabba, come reports of a below average season. Prospects in these areas are, however, little below average. Heavy August rains resulted in the flooding of large areas of swamp and river rice in Sokoto Province, which produces half of the Northern Provinces total crop, and in the Niger area of the Ilorin Province.

The prices of staple grain and roots have remained comparatively steady at last year's prices except for the short period of the June strike. There was, however, a slow but steady rise in the prices of commodities such as fish, meat, butter, rice and wheat.



There was a notable increase in the acreage planted to Guinea-corn; planting took place earlier and growing conditions were better than usual. There was a marked decrease in the incidence of Rosette disease of groundnuts.

The amount of "Allen" cotton seed distributed exceeded that of the previous season by 400 tons. Rainfall continued to be adequate up to the middle of October and the season was reminiscent of that of 1940. Markets were opened for buying on the 7th December, 1945.

Heavy June rains were responsible for damage to the early season crop of Benniseed in Benue Province. Purchases for the season amounted to 5,430 tons compared with 6,422 tons in 1943 and 7,175 tons in 1944.

The total of wheat purchased in 1944-45 amounted to 166 tons, and the price at Kano was £21 per ton. The crop for Nigeria is a highly specialized one grown principally in small irrigated riverside pockets in Sokoto, Katsina and Kano Provinces.

The harvest of the principal food crops generally has been above average. The millet crop yielded a little above average in Benue and Bornu Provinces and a little below in Sokoto, Zaria and Northern Katsina. In general terms the yield of Guinea-corn over the Northern Provinces amounted to 10 per cent to 25 per cent above last year's crop. The yield of rice has been below average as a result of poor planting rains and floods in the latter part of the growing season. Two small rice mills were operated in the Niger Province, where a total of 301 tons was milled.

On the southern borders of the Northern Provinces drought affected the yam crop, and yields were low in Kabba, South Niger and Benue.

For English potatoes the growing season was a favourable one in Zaria Province, but failure of early rains resulted in poor yields in Plateau Province. The strike affected the trade and resulted in a glut in the hands of growers, who suffered considerable financial loss. In August prices fell to as low as 2s 6d per case of 56 lbs., to the grower. Although this is a price which must be discouraging to growers it is noteworthy that railings for the twelve months ending in September, 1945, amounted to 1,447 tons compared with 1,333 and 1,255 tons in 1944 and 1943 respectively.

Railings of fresh vegetables from Kano amounted to 332 tons compared with 297 in 1944, and there were proportionate increases from other northern stations. The tonnage of onions railed from Kano and Zaria amounted to 1,111 tons and 529 tons respectively.

The brown sugar industry has been unable to keep pace with demand owing to the difficulty of obtaining delivery of crushers ordered from India. The total number operating remains at 160. Zaria production is estimated at 1,200 tons, Kano, 120 and other centres 180. The local trade is well organized to handle a large

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increase in production, but has of course to compete with the chewing-cane trade.

Cattle railments from Kano for the twelve month period ending September 1945 totalled 32,000 head compared with 37,000 for the same twelve months of 1944. The strike was mainly responsible for the apparent falling off in trade, but Lagos meat prices were insufficiently attractive to maintain last year's totals for stall fed fat stock. For the full year railment of stall fed fat cattle dropped from 12,194 in 1944 to 6,290 in 1945. Daudawa cattle market changed during the year from an Army Supply Centre to a normal civilian market, but the system of buying by weight continues. At Daudawa 2,175 head were handled by African traders during the year and railed to the Southern Provinces, whilst 1,410 head were railed for the Abeokuta and Agege Government Fattening Schemes, and a further 468 head were railed for the Lagos Emergency Food Supply.

The output from Agricultural Department piggeries showed a substantial increase over last year. The following figures summarise production over four half annual periods and give totals of bacon pigs railed to Messrs Holt's and the Cold Store, and slaughtered in the Northern Provinces as fresh pork. The number of pigs railed for bacon curing has exceeded a total of 10,000, since the piggeries were opened:—

	Railed (Bacon)	Northern Provinces Slaughter (Pork)
October 1943-March 1944	1,882	70
April 1944-September 1944	2,216	4,098 49 119
October 1944-March 1945	2,366	192
April 1945-September 1945	1,956	4,322 185 377

During the half year April to September 216 weaners were purchased from African owners for finishing at Bauchi, and 250 from Anchau. Private breeders railed 287 bacon pigs to the Cold Store during the period.

The following figures give some idea of the amount of milk retailed in various Northern Provinces Centres:

	October 1944 to September 1945	
	Milk Sales Gallons	Cream Sales Gallons
Kano	3,616	58
Zaria Station Dairy	4,224	112
Shika Dairy	3,803	190
Bomo Dairy	710	49

Kano milk supply is obtained mainly from the Native Administration Dairy Unit Farmers and it is retailed through a central organisation. Zaria Station Dairy buys milk from Fulani owned herds after testing, and this is retailed as cream and milk. The Bomo Dairy at Samaru is a Mixed Farmers' Co-operative concern, whilst Shika Stock Farm retails locally all milk surplus to requirements.



During the above - mentioned twelve months' period a total of 5,741 gallons of sour milk was retailed in Kano. This trade was built up in collaboration with the Veterinary Department's cream buying station at Dabi.

Production of butter ceased at Kano Butter Factory when this unit was closed in February 1945. Production for the previous twelve months amounted to 16,123 lbs.

The total number of Mixed Farmers in the Northern Provinces is now 2,547, some 300 more than recorded at the end of 1944. The principal deterrent to progress with mixed farming is the difficulty experienced in the purchase of sufficient suitable cattle for draught purposes to meet demands. Difficulties in obtaining ploughs in war time has also limited numbers.

Interest aroused at the Daudawa Settlement has led to the extension of planning from purely agricultural considerations to all that may be summed up in the term Rural development. The Emir of Katsina has agreed that hamlets in the district should be incorporated into the Settlement, entailing a pooling of farms and subsequent re-division. The fact that prospective settlers readily agreed to these actions showed that they realize the financial and social advantages of being members of the settlement.

An improved cotton strain "Samaru 26C" has reached the multiplication stage and the seed will soon be in the hands of growers. This strain has given high yields of lint and brokers' reports continue to be satisfactory.

Breeding for improved milk yielding strains of the White Fulani and Sokoto herds has been continued at Shika. Multiplication of the herd of tse-tse resistant N'dama cattle has been continued at Ilorin, and plans are in hand for expansion of this herd to enable further studies to be made by officers of the Veterinary and Agricultural Departments.

The Agricultural Engineer has been engaged on anti-erosion work on the department's farms in the Northern Provinces, and has been employed in an advisory capacity to development Committees. Lack of heavy mechanical equipment has seriously handicapped his work. Suitable equipment is on order and is expected to arrive in 1946.

At Samaru Agricultural School eight students passed out, and twenty-four were in training during the year.

All over the Southern Provinces the early rains were exceptionally late in starting and the total rainfall generally has been appreciably below average. Of the early crops the yam crop was the most seriously affected, and yields are variously reported to be from 10 per cent below average in Ogoja Province to 40 per cent below average in Oyo Division of Oyo Province. The early maize though late in maturing as a result of late planting, produced average to good crops in the Western Provinces, but in the Eastern Provinces yields were disappointing. Reports from

most provinces of Cassava and more late maize generally consi

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most provinces indicate that there has been increased planting of Cassava and cocoa yams, and in the Western Provinces rather more late maize has been planted than usual and the crop is generally considered to be well up to average.

Further progress has been made by the Agricultural Chemists in studying the soil requirements of cocoa. It has previously been recognized that there are only certain kinds of soil in the Western Provinces having physical properties favourable to successful growth of cocoa, and that the supply of "plant-food" in the soil is not an important limiting factor in the main producing area. It has been possible to select land accordingly before making extensions to the main experimental cocoa farm during the last four years; planting has been much more successful than previously, and the new plots are now growing uniformly well. In proceeding with a reconnaissance soil survey of the Western Provinces much benefit has been derived from a two-months' visit to Southern Nigeria by the Soil Scientist of the West African Cocoa Research Institute, during which he clarified the relationships between the soils and rock types occurring in the area.

The principles which must determine the development of intensive systems of cultivation in the Crystalline-Rock area (the most fertile part of the Western Provinces) have been further elucidated by laboratory work and field experiments at Moor Plantation. It has been proved that some of the rotations followed for a long period have not included sufficient green-manure crops to maintain the nitrogen supply of the soil; on the other hand there is strong evidence that intensive cropping is possible without using fertilizers, provided that adequate amounts of plant material are grown and incorporated in the soil. Chemical investigations into the changes taking place in the surface soil under different cultural treatments have also been started at the Oil Palm Research Station (which is on the Benin Sands) and these are already providing valuable information.

The caterpillars of the moth of the Pink Bollworm of cotton attack the bolls and seed of Cotton. Until recently West Africa was one of the few cotton-growing areas in the world which was free from this pest. During 1944, it was found to be present in the Zaria area and in the Western Provinces; in the same year, French Entomologists discovered it to be infesting cotton in French Sudan, the Ivory Coast and Dahomey. More recently the Pink Bollworm has been found in French Togoland, where it is now a pest of major importance.

To date the infestation in the Northern Provinces is negligible; but it was serious in parts of the Western Provinces in both 1944 and 1945. The pest has been found to have a larval resting stage in cotton-seed in both areas. One of the main control methods is to uproot the plants, as soon as possible after harvesting is completed, and to burn them and all plant debris lying on the ground. The various Native Administrations in the Western



Provinces were asked to persuade farmers to carry out this simple measure in early 1945, but the response appears to have been almost negligible and there is a heavy infestation this season in certain areas. At Moor Plantation, Ibadan, this control method was rigorously carried out and the 1945 infestation is much smaller than that of the previous year.

A study of the Pink Bollworm is being made at Ibadan; it has been found that *Hibiscus esculentus* (okra) is an alternative food-plant, so it is evident that this plant should not be grown in the vicinity of Cotton fields.

The resting stage in cotton-seed can be destroyed by heat treatment in the ginneries; but it seems useless to import the necessary machinery until it is proved that the farmer can be persuaded to carry out the simple method of uprooting and burning his plants after harvest.

The Agricultural Botanists have been engaged during the year in assisting to maintain high quality in Birdseye Chillies and in rapid multiplication of a cocoa tree whose progeny has been shown conclusively to produce beans of above average size. This work is connected with plans to distribute seed of high yielding strains to farmers in areas where it is proposed to destroy cocoa trees at present infected with Swollen Shoot.

In addition to this work the Botanists have continued routine investigations with food-plants, cotton and the Oil Palm.

The Development programme for 1946 envisages the establishment of experimental farms in Bornu and Adamawa Provinces. Agricultural Officers have been stationed in these provinces for a few years but their work has been largely confined to war time production. Provision of these farms will enable these officers to concentrate more upon the fundamental culture problems which are necessary concomitants of all development work.

The programme involves the close study of the serious problems of fertility deficiencies and soil deterioration in the Eastern Provinces. At the Oil Palm Research Station in Benin Province comprehensive research continues upon the oil palm. The investigations undertaken there are believed to have a very direct bearing upon the future of development in the Eastern Provinces. The experiments upon which a start has been made include a wide range of different cultural methods hinged upon the oil palm and aimed at ascertaining the best methods for growing an adequate supply of foodstuffs in conjunction with the palm.

The programme in the Eastern Provinces includes experiments with Cinchona and Pyrethrum, and the developing of farming systems in which commercial fertilizer may be utilized. Wide interest has been displayed in the successful establishment of piggeries in which the animals are protected against tsetse fly.

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Production of pigs as a means of increasing the supply of animal protein for the people will receive increased emphasis.

In the Western Provinces it is proposed to select farms for the multiplication of Live-stock, and for development of the poultry industry. To enable investigations to be continued by the Veterinary and Agriculture Departments with cattle of the tse-tse resistant Ndama breed it is proposed to import a number of selected animals from French Guinea during the year. It is proposed also to commence work on a general experimental farm in the Ondo Province.

One of the fundamental needs of the Department is a close liaison with the native producer and for this purpose trained African Staff are essential. Facilities for training will be increased during the year to enable Agricultural Schools to accommodate a larger number of students.

### Co-operative Societies

During 1945 the Co-operative movement has shown steady though not rapid expansion. The year saw the close of the first Season in which Co-operatives acted as "A" shippers of cocoa. In the 1944-45 season the Ibadan and Ife Unions carried out this business with reasonable efficiency despite a disappointing short-fall in production in the Ibadan area.

During the 1945-46 cocoa season four Unions have operated as "A" shippers of cocoa, namely those of Ibadan, Ife, Ilesha and Ijebu. These Unions have combined to form the Association of Nigerian Co-operative Exporters, a body which co-ordinates their accounting and arranges for the railing and shipment of their cocoa.

The Salary Earners' Thrift movement has expanded steadily and societies' total assets now approach £150,000. Many of these societies have lent sums totalling about £40,000 to the cocoa Exporting Unions for payment to members for cocoa delivered.

The Thrift and Credit movement among the small traders and farmers of Calabar Province has consolidated its position. A Banking Union has been formed, the primary object of which is to meet the poorer societies' demands for credit from the surpluses accumulated by a few of the richer societies.

Two new Co-operative schools were formed, making four in all. Craftsmen's Co-operative Societies at Benin and Ikot Ekpene made good progress and produced large numbers of attractive articles in woodwork and raffia for the local market.

The farmers of seven villages in the Oyo area formed Co-operative Marketing Societies for the collection and sale of their Bird's Eye Chillies. Despite difficulties connected with the new conditions of sale these farmers persevered and in most instances have secured a firm financial basis for their societies.



## Local Foodstuffs and Supplies

I will turn now to Exports, Local Foodstuffs and Imported supplies. In my December speech I referred to the marked falling off in production of palm kernels and palm oil for export. Taking the figures for the calendar year 1945 against those for 1944 the decrease in the case of palm oil amounted to 22,000 tons and for kernels 41,000 tons. The kernel purchase returns for the first two months of 1946 show a slight improvement, but the volume of weekly purchases, in spite of the increase in price, is still appreciably lower than in previous seasons and total purchases for the five months beginning last September were less than 80 per cent of the average for the same period in the last three years. Similarly in the case of Oil, the total purchases for export for the five months beginning last September were only 55 per cent of the average for the three previous seasons.

While adverse climatic conditions have been partially responsible for this decline in palm production there is little doubt that the cessation of hostilities was the signal for a general relaxation of effort on the part of producers for which the higher prices, so often proclaimed as a panacea, have yet to prove a satisfactory remedy. I should like to take this opportunity of reiterating that the end of the war, so far from diminishing the United Nations' requirements of oil and oilseeds, has placed an additional strain on their available resources, towards the replenishment of which Nigeria's contribution is still of vital importance.

I am glad, however, to be able to report a much more satisfactory situation in regard to groundnuts. The total crop is expected to reach about 315,000 tons, or nearly 90,000 tons more than in 1944-45; of which some 300,000 tons will have been marketed in the Kano area. At a time when the railway has been handicapped by a lack of motive power, as a result of the strain imposed on a limited supply of engines and the impossibility of carrying out adequate maintenance during the war years, the evacuation of so large a tonnage presents a considerable problem and arrangements have had to be made for the storage in the open under tarpaulins of some 60,000 tons of groundnuts for which accommodation cannot be found in covered stores. The price of groundnuts has remained the same as in the 1944-1945 season.

It is estimated that the Western Area cocoa crop will produce 88,000 tons or some 2,000 tons more than last year. Prices for the 1945-1946 season were raised by £4 10s per ton over the 1944-1945 prices.

As regards the general control of exports a large number of commodities have now been placed on Open General Licence and may be freely exported to countries in the sterling area, without special permit or licence. Apart from the prohibition of export of imported articles, local foodstuffs and locally-woven cloth, the

chief limiting commodities are States of America all exports to no tained, in order are properly acc

As to local f and most areas been experienced in the South an crops is likely t strategic reserve there are stocks I should like to gradual cessation stuffs, the supp largely out of th the hope that t responsibilities. ing this year purchases at all piice of rice in

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chief limiting factor is the need to ensure that certain commodities are reserved for the United Kingdom and the United States of America. The system of special licences in the case of all exports to non-sterling countries must however still be maintained, in order to ensure that the foreign exchange proceeds are properly accounted for.

As to local foodstuffs the position at the moment is satisfactory and most areas have had an average harvest. Difficulties have been experienced however with both Rice in the North and Yams in the South and the effect of bad harvest conditions on these crops is likely to be felt in the next "short season". A small strategic reserve of corn is being maintained in the North, and there are stocks of maize, both imported and local, in Lagos, but I should like to take this opportunity to emphasize that with the gradual cessation of requisitioning and bulk purchasing of foodstuffs, the supply position and the price to the consumer, is largely out of the control of Government, and I can only express the hope that the producers and middlemen will realize their responsibilities. The cessation, for instance, of rice requisitioning this year in the Abeokuta Province has resulted in no purchases at all for the Pullen Markets, and a "black market" price of rice in Lagos of 3s 6d an Olodo.

There has been no change in the supply of imported foodstuffs and it is unlikely that there will be any material increase in imports of the more important foods during the present year. Unfortunately, therefore, it is unlikely that any relaxation of rationing will be possible in the near future.

There has been a slight improvement in United Kingdom supplies of non-foodstuffs but both in Britain and in other European countries the change-over to peacetime production is inevitably a slow process and no effective increase in supplies can be expected during 1946.

The necessity to conserve dollar exchange pending the clarification of the position resulting from the Anglo-American Financial Agreement now under discussion, unfortunately restricts our ability to purchase goods in the United States.

There is a particularly serious world shortage of textiles and the weight of demand from the liberated territories in Europe and the Far East thrown upon a limited productive capacity has brought supplies of cotton piece goods for West Africa to an even lower level than any experienced during the war. It is therefore necessary to retain in this country the production of our local weavers so that this may help to relieve the shortage of cloth. A most favourable opportunity is thus presented to the local industry to adapt its methods and capacity to meet the demands of the home market.

There is a similar and most serious shortage of motor tyres and tubes, of which supplies are lower than ever before. The decline in military requirements has been more than counter-



balanced by the needs of rehabilitation in Europe and by production difficulties, and while these conditions obtain it is impossible to expand motor transport services in Nigeria to the degree which is so eminently desirable. It is, in fact, extremely difficult at present to procure sufficient tyres and tubes to keep on the road the existing and very inadequate transport fleet, and no relaxation of control can be hoped for in the immediate future.

Before leaving the subject of Supplies I should like to make brief mention of the work of the Commercial and Accounting section of the Supply Branch. It is not yet possible to publish statistics showing the value of Lease-Lend and Cash Reimbursement goods which have been received into this country during the war, but both in volume and value the total is large and the work involved in handling and accounting has been heavy. At the present time the accounts are being closed with a view to final settlement with His Majesty's Government and this in itself is no light task. Furthermore the disposal of the very large quantities of Army Surplus Stores is now the immediate concern of the Supply Branch. It will be appreciated therefore that the Staff of the Commercial section is very fully occupied and likely to be so for some time.

#### Veterinary

The continued restrictions in staff and equipment confined the activities of the department largely to practical measures in the control of the more important epizootic diseases. The Laboratories concentrated on maintaining the output of various vaccines with minor research on some pressing problems. The Veterinary School while well into its stride, is still hampered by lack of staff and some difficulties in recruiting students suitable for veterinary education of a higher grade.

The Food Production division of the department has continued its output of dairy products and pig products though hampered somewhat by the increasing local demands for whole milk and butter fat by the indigenous population direct from the producers. The shortage of grain has made it imperative that the output of bacon pigs be reduced.

A Ten-Year Development Plan for increased veterinary services has been submitted. It provides for the suppression of stock diseases, such up-grading of the economic farm animals as is compatible with the environment, improvement of animal husbandry and the promotion of the marketing of domestic animals and their products.

In the field, the year was noteworthy for the reduction in the number of outbreaks of epizootic diseases and the greater ease with which such outbreaks were controlled, indicating that the policy for so many years of wholesale vaccinations against a number of diseases has built up an adult population largely immune to such diseases and has eliminated a great number of

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foci of infection. The popularity of the new attenuated goat virus vaccine for Rinderpest has increased and this method of control of Rinderpest has now superseded all others. Over 600,000 cattle have been vaccinated against this disease alone, mostly young animals. Approximately half of these were treated with the dried vaccine prepared at the laboratory and the other with a strain of infective goat blood, prepared in the field from Laboratory dried vaccine. Over 1½ million other vaccinations of cattle have been carried out against such diseases as Contagious Bovine Pleuro-Pneumonia, Caprine Pleuro-Pneumonia, Blackwater, Anthrax and Haemorrhagic Septicaemia. The demand for poultry diseases vaccines increased and over 15,000 doses were issued.

Contagious Abortion of Cattle has been more prominent this year as a result of wholesale testing of cattle on Government farms. While the losses to such farms are important, it is negligible to that which would result if such stock were issued to Stockowners untested. There is no evidence as yet that the disease is of economic importance in native owned herds of the country. Vaccination of young adult stock on Government Farms has been instituted.

*Research.*—Six hundred and sixty grams of desiccated attenuated Rinderpest virus vaccine were prepared during the year. It has now been established that one gram of virus will immunise 500 head of cattle so that sufficient virus was produced to immunise 330,000 animals. Results have been excellent. Post vaccination mortality has been substantially reduced and clinical reactions are mild. One of the great advantages of the present method of vaccination is that reacting animals are not infective for incontact susceptible cattle as was previously the case when immune serum and bovine virus were used for double inoculation.

A triple course of vaccination has now been elaborated for the immunisation of cattle against Contagious Bovine Pleuro-Pneumonia, which is one of the most serious diseases of cattle in Nigeria. The first vaccine is mild but protects the animals against the second and third vaccines, which are of increasing potency. Both Laboratory and field experiences show that the course of vaccination is efficacious in protecting healthy animals from incontact infection. The vaccines are prophylactic only and valueless as curative agents. Methods for the more ready diagnosis of this insidious disease are under investigation.

The curative value of Phenanthridinium Compound (May and Baker S.897) for Trypanosomiasis or "Nagana", has been repeatedly confirmed, both experimentally at the Laboratory and under field conditions. This drug is easily the best on the market, though it is anticipated that a yet more powerful trypanocidal compound will soon be available for testing out under Nigerian conditions. If cases of Trypanosomiasis are diagnosed early a cure may be effected by one injection of Phenanthridinium, though a course of treatment consisting of three or more injections is often necessary in more chronic infections. Phenanthridinium Compound



Constructional work connected with the School buildings has now been completed, most of the fittings and furnishings have been installed and over 80 per cent of the Equipment ordered in 1943 has been received. The arrival of text books has been spasmodic; but the School Library is now beginning to take shape. Single students are now being given full board at the Mess attached to the School.

The most significant observations to be made in connection with the Veterinary School in 1945 are:—

- (a) The dearth and unsuitability of student material for the courses for Assistant Veterinary Officers and Senior Veterinary Assistants.
- (b) The inability of the Colonial Office to recruit the approved establishment of Lecturers.
- (c) The disadvantages of fitting the Assistant Veterinary Officers curriculum into an 18 months tour for European Teaching Staff, thus prolonging this course unduly. By modifying the tour for Europeans the instructional period for Assistant Veterinary Officers Students could be reduced from 66 months to 43½ months without effecting the extent and standard of teaching given.

*Local Industries—Animal Products.*—The Food Production Schemes of the Veterinary Department inaugurated at the beginning of the War has functioned continuously for six years, and the turn-over was again approximately £30,000 in 1945. The output of the main products for the year in round figures is as follows:

	<i>Pounds</i>
Fresh Butter ... ..	195,000
Clarified Butter Fat ... ..	32,000
Cheese ... ..	70,000
Bacon ... ..	80,000
Fresh Pork ... ..	11,500
Pickled Pork, Sausages, Lard, etc. ...	5,000.

The demand for fresh milk and Fulani-made butter by natives on the Plateau caused a drop in the purchases made at the milk buying units. Though the totals for butter and cheese are only a little lower than those for 1944, this was reached only by taking in for at least ten months of the year all sources of milk supply previously tapped by the Kano Native Administration dairy. The total production has dropped 20 per cent.

The policy of paying only surplus milk prices has been maintained in order that no supplies which could be sold at higher prices in the local markets should be diverted to the production of high-class butter and cheese. Sources of cream from farther afield are now being investigated in an endeavour to maintain production and develop the industry in remote grazing areas.



A new side line in the Bacon Factory was the production of pickled pork which commenced a few months back. Approximately 200 pounds per week are sold very readily to Africans in the industrialised area around Bukuru and enquiries have been received from the Eastern Provinces. Methods of manufacture suitable for African establishments are being investigated.

All African technicians are now showing considerable skill in the various branches of these animal products industries. Considerable interest in the piggeries has been shown by many Africans anxious to incorporate pig rearing in their farming activities.

*Veterinary Development Plan, 1946-47 Stage.*—In discussing the first stages in the plans for developing the livestock industry of this country and ensuring its prosperity, it is essential to bear in mind that the various major diseases so prevalent in much of the African continent, such as Rinderpest, Trypanosomiasis, Pleuro-Pneumonia, Anthrax, Blackwater, etc., still continue to take their annual and heavy toll, notwithstanding the vast amount of energy expended, and the numerous immunizations which have been carried out during recent years. Now that funds, and, we hope, skilled staff, will be forthcoming, under the Development Plan, it is intended to intensify our efforts to control, and, where possible, eradicate, these hindrances or obstacles to progress, for, while serious epizootic diseases persist, there can be no true progress; trade in stock products in general will remain fettered, and a potentially lucrative industry suffer frequent setbacks.

While Rinderpest persists in neighbouring territories, to the north and east, not only must we stamp out all internal outbreaks, as they occur, but we must, also, endeavour to prevent inroads of infection from these outside sources by creating a belt of immune stock as a barrier along our northern and eastern boundaries. To enable this to be done in a thorough and well organized fashion immunization camps will be built at strategic points, and will be staffed by skilled operators.

These permanent camps or centres will be invaluable for dealing also with other important diseases and advantage will be taken of the presence of stock-owners to disseminate propaganda on all aspects of stock management.

The Refrigeration and Dehydration Plant at Vom Laboratory is far from being satisfactory, as regards both efficiency and output, for the demands which will be made upon it in future for the production of our newer and, at times, more delicate viruses, vaccines, sera, etc. This will be replaced by more modern apparatus of a type somewhat similar to that at present being used so successfully by the Yellow Fever Institute in Lagos.

Investigations on both a Laboratory and Field basis, into the efficacy, and general technique of use, of the newer drugs of the Phenanthridinium group will be carried out with a view to planning a full-scale attack on Trypanosomiasis.

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Investigations into and treatment of Helminthiasis will also be proceeded with, as it is realised that worm infestations which inhibit the growth and affect the health of young stock will, yearly, become of increasing importance, as mixed farming attains greater popularity; a form of agriculture which renders it necessary to concentrate stock for prolonged periods on permanent or semi-permanent pasture, resulting in gross contamination of the ground.

In order to enhance the value of our exports of hides and skins, experiments will be carried out from time to time on methods of flaying, drying and general preparation. At the same time trained staff will tour the countryside giving advice on, and practical demonstration of, the newer and better methods of preparation as they are evolved. These men will also be able to keep a fairly close check on the prices paid for the various grades and so ensure to the African producer an adequate return for his labours.

In certain areas where the keeping of livestock is unpopular or uneconomical, investigational work will be carried out, and economic surveys will be made, with a view to ascertaining causes and remedies.

In the central and southern belts, especially, where Trypanosomiasis precludes the keeping of cattle in adequate numbers, the possibilities of raising pigs, sheep, and goats, on an intensive scale, in order to supply the serious protein deficiency in the diet, will be kept well to the forefront.

As a logical corollary, efforts will be made to improve the standard and type of livestock, and breeding centres will be set up at which general breeding experiments, including artificial insemination, will be carried out. In this connection it should be appreciated that, in the breeding and raising of livestock in this country there is still much to be learned. The types seen today may be far from satisfactory; when judged by the standards of more temperate zones, yet, these types are the results of a long process of evolution, or in other words, when one considers the many diseases prevalent, the long dry seasons and the poor grazing, it has been a matter of the survival of the fittest. Any attempts, therefore, to alter drastically our existing stock must be undertaken with due care and discernment, lest the resultant so-called "improved" stock suffer so greatly from adverse climatic conditions, epizootic diseases, mineral or vitamin deficiency, etc., that the peasant farmer with limited facilities finds it unprofitable to rear the new product.

If one were to attempt to summarize the early stages of the Veterinary Development plans it might well be done as follows:—

(a) Control and, where possible, eradication of major diseases which interfere with the production, movement and sale of livestock;

(b) Investigation into the possibility of producing animals of a suitable type in areas where, at present, stock do not exist



in any appreciable numbers owing to the prevalence of disease or other adverse causes;

(c) Improvement in the quality and production of stock products, i.e., hides and skins, meat, pork, bacon, milk, butter, clarified butter fat, etc., chiefly from the scientific angle not the commercial, although this angle will receive due consideration;

(d) Improvement of all types of livestock, within the limits imposed by local conditions of climate, disease factors, food available, etc.;

(e) Establishment of the livestock industry on a sound and businesslike footing, thus ensuring profit to the producer, satisfaction to the consumer, and justification for the expenditure of funds, by Government, on development.

To achieve these aims we must, by precept and example, enlist the goodwill and support of every stock-owner throughout the land, for the time will soon come if, indeed, it is not already upon us, when land and grazing will be much too valuable to permit of its use by uneconomic stock, or by an owner who will not play his part in promoting the general prosperity of the livestock industry.

## Medical

The serious shortage of staff in the Medical Services continues to hamper effort and it has regrettably been found necessary to close down one Medical Station during the year, while a further one has been without a Medical Officer for several months. This shortage of qualified doctors and Nursing Sisters seems likely to continue for some time, but it is hoped that the numbers of applications for new appointments among discharged Services personnel will shortly increase and relieve the situation. It seems almost inevitable, however, that slowing up of the development programme will occur.

Co-operation between the Civil and Military Medical Branches has continued with mutual advantage, but we find the immediate prospect of aid from Army Sources is dwindling as a severe cut in military medical work is at present in process of being carried out. The assistance the R.A.M.C. has tendered in the form of provision of lecturers and examiners at the Medical School and the posting of Army Nursing Sisters to Civil Hospitals in times of acute shortage has been most welcome.

There has, regrettably, been little reduction in cerebro-spinal Meningitis during the year, and there was a heavy incidence in many provinces. The provinces most affected were Bornu, Katsina, Sokoto, Onitsha, Bauchi, Adamawa and Plateau. This showed a considerable difference in distribution from the previous year. Owing to the outbreak of typhus fever at Jos mobile epidemic staff who would normally have dealt with cerebro-spinal Meningitis had to be posted to typhus control.

Epidemics of typhus during the year and the incidence in Oyo and Bauchi Division about which I have dealt with it. It is in the practice of the Stocks of lymph which have been adequate to supply the consular and the other West African territories. It has been successfully carried out between British territories initiated in view of smallpox which was carried out in

Early in the year typhus occurred in an epidemic of the outbreak was reported of the Department — were posted to disease was in a lethal to lice, and cases of typhus were then dealt with in tracing post compulsory and a suspected cause, a thorough and its inhab compound for ring amongst supplies of D. activities and compound through belongings. In outside Jos, disinfectant also dealt with disinfested at occurred outside Bukuru and under control itself it took a middle of September further cases were disinfested cases of typhus has quite frequent



Epidemics of smallpox have continued to occur throughout the year and the incidence was highest in Katsina, Calabar, Plateau, Oyo and Bauchi Provinces. An epidemic commenced in the Badagry Division about November and a team of vaccinators was sent to deal with it. It is thought that this epidemic may have originated in the practice of Shopono worship which is prevalent in that area. Stocks of lymph prepared by the Lymph Production Institute have been adequate to meet the demands of the country and also to supply the considerable quantities which have been requested by the other West African Colonies. Vaccination campaigns have been successfully carried out in Sokoto Province and also on the border between British and French Cameroons. This latter campaign was initiated in view of a report that an outbreak of a very serious type of smallpox was occurring in the French Cameroons, and was carried out in conjunction with the French Medical Authorities.

Early in June 1945, an outbreak of louse-borne epidemic typhus occurred in Jos Native Town. This was the first recorded epidemic of this disease in British West Africa. As soon as the outbreak was recognised steps were taken to mobilize the resources of the Department to combat it. Extra staff—European and African—were posted to Jos and an intensive campaign to eradicate the disease was inaugurated. Various preparations of D.D.T., which is lethal to lice, were utilised. The first step taken was to search for cases of typhus throughout the town. Any suspected cases of typhus were then deloused and removed to the isolation centre. To assist in tracing possible cases, Registration of deaths was made compulsory and this gave some valuable information. Whenever a suspected case occurred, or a person died from an uncertified cause, a thorough disinfection was carried out of the compound and its inhabitants. Daily visits were paid thereafter to the compound for a period of two weeks so that secondary cases occurring amongst the contacts could be discovered. When sufficient supplies of D.D.T. became available it was possible to extend activities and teams were established which went from compound to compound throughout the town disinfecting all persons and their belongings. In addition, in order to prevent the spread of the disease outside Jos, disinfecting stations were set up in the markets, which also dealt with lorry traffic. All passengers proceeding by rail were disinfested at the Railway Station. Only eleven established cases occurred outside the township of Jos—eight of these occurring at Bukuru and three at Vom. These outbreaks were soon brought under control by the same methods as were used at Jos. In Jos itself it took a longer period to eliminate the disease, but by the middle of September it was completely under control and no further cases occurred. Over 80,000 persons and 1,300 compounds were disinfested with D.D.T. powder. In all there were 126 clinical cases of typhus fever, of which thirty-two died. Although typhus has quite frequently been reported in Nigeria, previous cases have



always been of the Murine type which occurs sporadically and is not associated with epidemics.

Anti-Malarial Works financed from the Colonial Development and Welfare Fund have continued in the Lagos area, and during the year 1052 acres of Swamp have been drained by bunding at a cost of £20,139. This reclamation involved the building of 9.2 miles of bund, the excavation of 36.7 miles of internal drains and the construction of seven sluice gates. On Iddo Island the swamp west of the railway has been reclaimed and on Ikoyi Island all tidal swamps east of Macgregor Canal. South of Five Cowrie Creek all swamps lying between the proposed eastern limit of the sand-filling scheme and Magbon Creek have been reclaimed. To the west of Lagos Harbour from Apapa on the north to Meridian Point southwards an area of 1,677 acres of swamp, reclaimed in 1943 and 1944, has been maintained. This involves the care of 9.3 miles of bund, 44 miles of internal drains and eight sluice gates.

The Sleeping Sickness Service is controlling human trypanosomiasis by drug treatment and by reduction of contact between man and the tse-tse fly. About 18,000 cases of sleeping sickness are treated annually. Much of this work is in the Northern Provinces, but a recently completed survey in the Obudu Division of Ogoja Province has shown a moderate incidence of a rather severe form of the disease. Field Research on new drugs and on modifications of existing treatment is in progress.

Permanent control of sleeping sickness by complete eradication of tse-tse fly from 700 square miles of country, together with concentration of population and rural development, are the objects of the Anchau Settlement Scheme. Allied with this is the protection of villages over a wide area by communal clearances at points where contact with tse-tse fly is greatest. To date some 400,000 people have benefited by these measures. The success of the Settlement Scheme and the associated protective village clearances, at present financed under Colonial Development Scheme No. 445, is acknowledged. In the near future the Government of Nigeria will accept financial responsibility for all measures to control tse-tse fly and sleeping sickness.

The scheme for Leprosy Control for which an initial grant of £258,000 was approved in August 1944 was brought into effect from the 1st April, 1945. In the interval arrangements were made for the taking over of the Leper Settlements at Uzuakoli, Oji River and Ossiomo previously administered by the Missions and by the Benin Native Administration. During this period the estimates for the five-year scheme were recast to make provision for present-day costs of construction which were not adequately provided for in the original estimate. As a result of this revision it was necessary to apply for an additional grant of funds. After consideration by the Secretary of State, an increased grant of £170,875 was

approved. The by the fact that lay workers of were being seen not had leave advisable that at once so that be available for time the final revised scheme

Relief Staff Medical Services general shortage only be main development. in November 1944 the settlement of the settlements with accounting procedure officer to assist of land, and the Central Leprosy existing settlements put in hand building construction

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approved. The initiation of the scheme was greatly handicapped by the fact that a majority of the Mission medical staff, sisters and lay workers of the British Empire Leprosy Relief Association, who were being seconded or transferred to the Government Service had not had leave in Europe for very long periods. It was considered advisable that all who were due for leave should be granted this at once so that the experienced workers would for the most part be available for a full tour of duty by the end of 1945 by which time the final approval for the increased grant of funds and the revised scheme would have been obtained.

Relief Staff was posted from the general branches of the Medical Services, not without difficulty owing to the extreme general shortage of personnel. During this period the work could only be maintained on its existing basis without expansion or development. The approval for the additional grant was obtained in November 1945. The year was therefore occupied with organisation of the service and the internal financial arrangements of the settlements which had to be brought into line with Government accounting procedure. The Accountant-General kindly posted an officer to assist in this matter. Steps were taken for the acquisition of land, and plans and working drawings of new buildings for a Central Leprosy Unit and for the improvement and expansion of existing settlements were prepared. These developments can now be put in hand as materials and personnel become available for building construction.

The new African Hospital at Victoria is more than half-way towards completion and it is expected that it will be completed early in the forthcoming Financial Year. New 30-bed semi-permanent wards have been erected at Benin, Bauchi, Bida, Makurdi, Kano, Sokoto and Yola Hospitals which, while primarily designed to cater for returned ex-soldier invalids, provide much needed additional accommodation for the civilian population in these localities.

The new Idumagbo Infant Welfare and School Clinic Centre in Lagos, which was opened towards the end of 1944, is now functioning very well and has done much to relieve congestion at the General Hospital and Massey Street Dispensary.

The Rehabilitation Centre at Igbobi was taken over from the Army Medical Authorities on the 15th October, although it is not yet a going concern, owing mainly to lack of equipment which is slowly coming forward and inability to secure the services of all the specially qualified staff required. An Orthopaedic Surgeon has arrived and, since the Institution was taken over from Military Control, has made much progress towards its conversion into a civilian establishment, despite the fact that, owing to shortage of staff through invalidings and transfers, it was found necessary to post him for full-time surgical duties in Lagos hospitals.



## Chemistry

The total number of samples and exhibits examined during the year was 4,516 as compared with 4,448 in 1944. These may be classified as follows:—

Customs	68
Medical and Health	272
Health (Bacteriological)	502
Public Works and Health:—	
Water samples: Bacteriological	3,024
Chemical	74
Public Works	31
Police and Administrative (Criminal Cases)	206
Railway	17
Miscellaneous	322
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Total	4,516

The work of the department has been similar to that in previous years. Investigations and analyses were carried out and advice given to Government Departments, the Nigerian Railway, Enugu Colliery, the Merchant Navy and to a lesser extent private firms, banks and individuals. For the Merchant Navy, ships' tanks were examined for the presence of inflammable or asphyxiating vapours; and mineral oils, cylinder deposits, coals and general supplies tested. Work done for the Military Forces included the examination of tinned and bottled provisions, soap, castor oil and water sterilising chemicals. Twenty-three toxicological analyses were carried out for the Services mainly in connection with the simulation of certain diseases by malingerers. Analyses have been carried and advice given to firms and individuals on local industries, corrosion of coinage and metals, clays, mineral oils, sea and fresh water damage, quality of imported whisky and gin and on water for domestic and industrial uses.

*Water.*—Daily bacteriological tests of the water supplied in Lagos, Port Harcourt and Kaduna gave very satisfactory results throughout the year and the weekly or fortnightly tests on the Kano, Zaria, Jos, Enugu and Aba supplies also showed satisfactory operation during the year. The Ibadan supply was not quite so satisfactory but as a result of a long visit to this plant in May, suggestions were made which have resulted in improved and more economical running.

Chemical analyses were carried out on existing and projected water supplies and periodical analyses were made in connection with the control of feed and boiler waters for a number of power stations.

A major increase in the work of this department, in co-operation with the Public Works Department, will arise from the large programme of development of rural and urban water supplies.

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Provisional approval has been given therefore for the appointment of two qualified European chemists for work solely in connection with the examination and supervision of water supplies, in addition to the present staff. One or both officers would be more or less permanently on tour and would also assist in the supervision of the departmental laboratories at Ibadan, Kaduna and Port Harcourt.

Even under present conditions proper supervision of a number of urban water supplies is difficult or impossible owing to the difficulties of transporting bacteriological samples to the nearest laboratory within a given time and Provisional approval has been given for a travelling laboratory (on a lorry chassis) which will be fully equipped to enable bacteriological and chemical examinations of water samples to be carried out on the spot. This travelling laboratory, in charge of a qualified European chemist, should also be of great assistance in the development of new water schemes by enabling rapid preliminary examinations of samples to be carried out near the site of the projected sources of supply.

Arrangements are being made to transfer the Eastern Province laboratory from Port Harcourt to Enugu as being more centrally placed to receive samples from the various supplies in this area.

*Toxicological and Police Work.*—Poisons detected in viscera were Antimony, Arsenic, Bismuth and the African Ordeal poison Sassy Bark (*Erythrophloeum guineense*). In a majority of the cases in which arsenic and bismuth were detected, death had been caused by illegal injections of organic salts of these metals. Other drugs identified in exhibits submitted by the Police included organic arsenic; bismuth and mercury compounds; acriflavine; sulphonamides; santonin; Indian Hemp (*Cannabis Sativa*); zinc and copper compounds and caustic soda. A solution of atropine sulphate, which had caused serious symptoms on injection was found to be sixty-four times the prescribed strength. A local remedy of considerable renown was found to be powdered magnetic iron oxide. Identification of human from other bloodstains could not be undertaken until very late in the year when supplies of suitable anti-human serum became available.

*Miscellaneous.*—A sample of local basaltic clay in powdered form was reported as a suitable inert diluent for D.D.T. Metallic pellets sold as raw gold were found to be copper pellets thinly plated with gold. A sample of suspected military petrol from a private car was found to be coloured red with a different dye-stuff to that employed to distinguish military petrol. A possible explanation is that the petrol may have been used previously for dry cleaning. Periodical examinations of samples of fresh milk from the Government Dairy at Yaba showed that the milk supplied was very satisfactory, chemically speaking, throughout the year. Bacteriological results however indicate that for drinking purposes it is most advisable to boil or pasteurise the milk before use.



Regular examinations of effluents from public water carriage tank latrines have been carried out since April as part of an investigation in tropical drainage, but it is as yet too early to assess results. Complaints regarding the quality of various samples of imported whisky were investigated. Several samples of whisky were reported as being of very inferior quality.

### Education

Two important papers have been published during the year—the Reports of the Commissions on Higher Education in the Colonies and in West Africa respectively. As these titles imply, the two Commissions were related, the former dealing with general principles which the latter sought to apply to a particular area, West Africa.

It is unlikely that the recommendations of the Asquith Commission—to give it the more popular name—will occasion much controversy in Nigeria. Many of its proposals, in fact, are beyond our competence to criticize. One of the most interesting is the suggested formation of an Inter-University Council which shall act as guide, philosopher and friend to the young Universities and University Colleges of the Colonies. Indeed, some such body is necessary if our nascent institutions are to be brought into the broad stream of University life and thought. Without it they will be of stunted growth and may well dry up and wither. A second proposal which should be of much local interest concerns the granting of degrees. While our University College is, so to speak, *in statu pupillari*, degrees will be granted by London University which has appointed a special committee of its Senate to consult the local colleges on their needs and requirements. By this device the prestige and consistency of a London Degree will be combined with the local touch.

The Commission's recommendations on University Finance are too technical to be examined here. One may note, however, that the formation of a Grants Advisory Committee to the Secretary of State is proposed on which the Colonies themselves will be represented. The Commission emphasizes the fact that higher education is a very costly article and, indeed, the sister Commission for West Africa estimates the total capital cost for our combined territories at about £1,500,000 and the recurrent costs at £250,000. These are very large sums and, in considering them, it may be well to make a suggestion which is seemingly novel to local opinion. It is this. If our University is to be autonomous,—and any University worthy of the name must be that—it is not seemly that it should rely entirely for its support on State funds, whether those funds derive from the British or from the local Government. There is a fine opportunity here for voluntary benefactions and endowments and, by availing themselves of this opportunity, wealthy individuals and corporations could very fittingly gratify such patriotic and philanthropic sentiments as they possess.

Turning now to the more popularly known bound to be for the Majority and know, whether B a project for the place to anti and indeed desired observed if a sou for instance, as tions of patriot cannot and should be carefully distributed such. Moreover, the costs will be and it is reasonable efficiency than Asquith Commission criterion. 'The must be of sufficient but capacity to from higher education widespread error examination is sixth form standard Kingdom, is essential single secondary excluded—can present Plan received estimated that, standards during more than 750 during the next populous a country be borne in mind

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Turning now to the Commission for West Africa—more popularly known as the Elliot Commission—local interest is almost bound to be focussed on the serious cleavage of opinion between the Majority and the Minority Reports. The question is, as you know, whether British West Africa should here and now embark on a project for three University Colleges or for one. This is not the place to anticipate the final verdict but it may be permissible, and indeed desirable, to state a few canons which should be observed if a sound verdict is to be got. We should be quite clear, for instance, as to how far our judgment is swayed by considerations of patriotism and local sentiment. Such considerations cannot and should not be dismissed as irrelevant but they should be carefully distinguished from those of educational efficiency as such. Moreover it must be borne in mind that a large part of the costs will be borne by the much burdened British tax-payer and it is reasonable to assume that he will be more interested in efficiency than in local sentiment. As regards efficiency the Asquith Commission lays down an apparently unexceptionable criterion. 'The area', i.e., the area to be served by a University—'must be of sufficient extent; the test is neither size nor population, but capacity to supply an adequate flow of students able to profit from higher education.' Here the public may be misled by the widespread error that anyone who has passed the School Certificate examination is suitable for higher education. Far from it. A good sixth form standard, as that term is understood in the United Kingdom, is essential and we have to face the fact that not a single secondary school in Nigeria at the moment—Yaba, of course, excluded—can produce that standard. In the Educational Development Plan recently submitted to the Secretary of State it was estimated that, even with a rapid improvement in secondary standards during the next few years, we should not count on more than 750 students becoming available for higher education during the next decade. It is a small number for so large and populous a country. Certainly this is a consideration that should be borne in mind when considering the two Reports.

On the other hand it would be easy to exaggerate the differences between the Majority and the Minority Reports. The Minority freely admit that West Africa will require more than one University as years pass; the Majority implicitly admit that three full-scale University Colleges are impossible for the time being since they propose to concentrate most of the "schools" in the Nigerian College.

As far as the direct activities of the Education Department are concerned the united recommendations of the Commission deal principally with secondary education, technical education and with the training of teachers. It may be of interest to note that this Government had to a great extent anticipated the Commission's findings on these heads and that proposals in broad harmony with them had already been submitted, or were in process of submission,



to the Secretary of State. This harmony of course, was the result of something more than an inspired guess. There had been actual collaboration between the Commission and the Education Department. Nevertheless, it is true to say that both parties were thinking along similar lines, a consideration that should give extra weight to the Commission's recommendations.

The Educational Development plans are outlined in Sessional Paper No. 24 of 1945, which was laid before this Council last December. The Technical part of the plan was also described in the Address to Council at the last March Session so there is no need to enter upon it here. It has received the approval of the Secretary of State and already good progress has been made in building the Trades Centre at Yaba. A suitable building for the Kaduna Trades Centre already exists and requires only a few modifications and additions. In the engagement of staff we have been as successful as we expected but less so than we hoped for men with technical qualifications are in very heavy demand in Europe. In this, as in most other departments of Government, development is conditioned by staff. The total cost of the plan during the decade is estimated at £1,536,450.

On the academic side a Development Plan was submitted to the Secretary of State in which the main emphasis was laid on the improvement of secondary education and on the training of teachers. In the address to the Council at the last March Session it was explained that for the next few years the secondary schools occupy the key position to further advance and that, given adequate buildings, equipment and staffs, they are the part of the educational machine best able to take the strain of a sudden shock and stimulus. In this connection it is pertinent to quote some words from the Asquith Commission—'While it is beyond our province to make recommendations in such matters we feel bound to reiterate that the very possibility of a University is contingent upon the operation of well-staffed secondary schools. Where conditions are such as to afford no guarantee of this being achieved the attempt to set up a University may be either premature or entirely vain.' Nor is the efficient secondary school merely the basis of a higher education. From it, on the other hand, must come those men and women who are to be trained as effective teachers in the primary schools.

Here, perhaps, a warning is necessary. This insistence on the importance of secondary schools may easily increase a prevailing misconception in the public mind. It is improved quality much more than extended quantity that we must insist on during the next few years. An attempt to effect a large increase in the number of secondary schools will defeat its own end. According to present prospects the men and women available to staff such schools efficiently will be in short supply. We must concentrate and not dissipate our efforts.

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The plan, therefore, provides for the extension of the Higher College and of existing Government schools, the addition of four new schools for boys and two for girls, and for liberal grants to some twenty-two schools owned by the Voluntary Agencies, fifteen for boys and seven for girls. It is hoped that these schools will reach an average total of 300 pupils.

It may be well to explain why this rather large average figure is aimed at. At present our secondary schools are dominated by the motive of passing the School Certificate Examination. The courses offered are not only of too low an academic standard but too confined in their range. Far too little opportunity is given for such subjects as art, music, physical culture, etc., which may be regarded as Extras in that they are not required for matriculation but which are still necessary for a liberal education. Now it is unlikely that for many years we shall be able to engage professional teachers for these subjects but the larger your normal staff the wider, on average chances, will be their range of interests and abilities. To put it another way we must rely in the gifted amateur to liberalize the regime. It follows that the schools, which it is hoped will be mainly residential, will need ample accommodation. There should be, for instance, an assembly hall sufficiently large to stage a play, a library spacious enough to enable senior pupils to learn the important art of reference, shops for manual work and maybe a gymnasium and a swimming pool.

Accommodation on such a scale is bound to be expensive and it is estimated that to build a complete Government School in permanent materials, including staff quarters and all permanent fittings, we should need to spend about £130,000. This sounds an alarmingly high figure but there are certain modifying factors to be taken into account. If, as it seems not unreasonable to hope, the cost of building falls during the decade our charges will be correspondingly reduced. Again, to build completely in permanent materials means a heavy initial outlay but the structure will endure. It is generally agreed that "semi-permanent" construction is uneconomical in the long run and that in so far as permanent building is impracticable it would be better to put up cheap temporary accommodation which could be scrapped later without much loss. Thirdly, we have estimated for a "Sixth Form," which is a relatively costly item. The Elliot Commission recommends that Sixth Form work should be centralized, the majority would have it done at a University College and the minority at a "Territorial" College. If this recommendation is carried into effect the cost of our secondary schools can be still further reduced but the fact remains that the Sixth Form will still have to be paid for somewhere or other. Taking all these factors into account, and remembering that for the next decade or so the country needs a first class secondary education for a few rather than the multiplication of School Certificate passes among the many it is thought that the estimate for a full Government School is not excessive.



The Secondary Schools belonging to the Voluntary Agencies fall into a different category. For various reasons these Agencies are able to build more cheaply but they still cannot afford adequate buildings, equipment, or staff. They are especially short of laboratory accommodation and scientific apparatus. The plan therefore proposes to pay an average grant of £30,000 to each selected school for additional buildings and equipment plus the equivalent of the salaries of four European teachers at Government rates. It is believed that this measure of assistance will enable the schools to improve their standards very considerably.

The Elliot Commission lays great stress, and rightly so, on the need for trained teachers, both secondary and primary. The majority of existing secondary schools have pitifully inadequate staffs and it is common to find teachers who themselves have attained to no more than the School Certificate. The position has actually worsened during the last year or two since the war time peregrinations of the Higher College have brought the training of teachers in that institution to a total standstill. Nothing can remedy this deplorable state of affairs within the next few years except the engagement of a large number of European teachers who will staff both schools and Training Centres until we can train the Africans who will eventually replace them.

The Commission is unanimous in the view that a secondary teacher should have a degree followed by a year's course of professional training or two years professional training following an Intermediate Pass. The majority would have the training done at a University College and the minority at either a University or a Territorial College. There is much to be said, indeed, for making a training institution part of a larger whole instead of allowing it to function as an isolated unit in which the student will be compelled to associate entirely with men in his own walk of life. Nevertheless our needs are so urgent that we cannot await the establishment of a University or Territorial College. We have provided, therefore, for a secondary Training Centre which will train men and women for Government and Voluntary Schools.

The training of Primary Teachers also requires to be much expanded and improved. The qualification desired for such teachers is at least a good School Certificate standard—though it will be many years before we can achieve this—followed by a professional course of two years. The Minority Report of the Commission appears to recommend that primary as well as secondary teachers should be trained at the Territorial College but this, considering the number involved, entails an impossible degree of centralization in so vast a territory as Nigeria. Meanwhile, in any case, we propose to raise the quality of the existing Training Centres and to increase the number of Government Centres. Taking the Government Centres first it is proposed during the next decade to extend five existing Centres and to build twenty new ones. Some will be for men, others for women, and their capacity will range from 200 to

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fifty. There will also be four new Rural Education Centres to give agricultural courses to selected teachers.

Some comment is required on the fact that whereas we hope for a minimum capacity of 300 for our selected secondary schools we have allowed such a wide range of diversity for the Training Centres. This question involves considerations both of principle and practice. As regards principle there are two schools of thought within the Education Department. One school prefers, at any rate for rural teachers, a small Centre in essentially rural surroundings, and serving a restricted area. Such a Centre, it is argued, will stimulate local interest, so necessary for primary education and will give the teacher the environment in which he is destined to live, and move, and have his being. The other school argues, as has been argued previously about the secondary schools, that the smaller the institution the smaller the staff and, in consequence, the more meagre the bill of fare. We expect a great deal of initiative and resource in our rural teachers if they are to redeem the countryside and we must therefore give them a generous equipment for the task. This school maintains, moreover, that experience belies the assumption that the small rural Centre disposes a teacher to country life. It is at least arguable that for the Africans, as for some Europeans, a liberal education and a wide variety of interests may make a man less dependent upon the attractions, often shoddy, of the town.

Fortunately, however, we were not restricted in our recommendations to a mere choice between two sets of theorists. It is often forgotten that whereas a secondary school is self-sufficient a training centre is dependent upon the local school population. This population varies greatly in density—and will continue to vary greatly for many years—a fact that imposes a drastic limitation on the sites and sizes of the centres. An idyllic natural site for a training centre is of little use if there are no adjacent schools in which the students can practise. By bowing to the dictates of expediency, therefore, we can also give the rival schools scope for the testing of their theories.

So much for the Government centres. The Voluntary Agencies already possess many institutions of the kind and it is proposed, as with the secondary schools, to assist them to improve their buildings and to engage qualified staff. As regards capacity the same considerations apply as for the Government centres. It is impossible to prognosticate the requirements of the several institutions. For convenience, therefore, the Centres have been arbitrarily divided into two types, large and small. The large centre will be given a grant of £40,000 for buildings and equipment, the small centre will be given £10,000. It is also proposed, during the decade, to pay for the salaries, at Government rates, of eighty European teachers who will be engaged from time to time as circumstances require. It will now be convenient to summarize the costs of the plan. For the Government institutions, both secondary



schools and training centres, we propose to spend £3,697,300; of this £1,938,600 will be spent on buildings, £913,600 on European Staff and £845,100 on African Staff and other charges. As for the Voluntary Agencies we propose to spend for training centres £964,400; £520,000 on buildings and equipment, £444,000 on Staff; for secondary schools £1,185,640; £660,000 to be spent on buildings and equipment and £525,640 on staff. Adding £200,000 for the possible acquisition of military buildings the total cost of the plan is estimated at £6,047,340. Including the technical plan the total expenditure on education is estimated at £7,162,793.

It is considered that this is a reasonable sum to spend on the development of Education in Nigeria during the next decade. If the figure appears to be on the small side considering the great extent and population of this country it should be remembered that the value of money is in what it can buy. According to present prospects it appears unlikely that the amount of human skill and materials available for purchase will exceed the sum that has been provided. There is a limit to what one can usefully spend.

It will be observed that this plan of development provides for the engagement of many extra European staff. It is proposed to recruit this staff, for the most part at any rate, on short term agreements because it will be their chief task to train as quickly as possible the Africans who will eventually replace them. Apart from this consideration the short agreement has certain advantages. It facilitates the interchange of personnel between Europe and Africa at a time when these two regions have great need to know more about one another and it will keep the Department *au fait* with modern methods and ideas in education. These points have been made by the Asquith Commission in reference to University staff but they are applicable to the lower levels also. Needless to say we shall still require a permanent staff which will strike deeper roots in the country.

It will also be noticed that we are relying on the Voluntary Agencies to play a large part in educational development. This is in accordance with the British tradition, a tradition which has been followed in Nigeria for many years. For although it is the practice of the modern State to supervise education more closely and to endow it more liberally it is certainly not in the British tradition that the State, whether through its central or local organs of Government, should be the owner of all the schools. Nevertheless, if the Voluntary Agencies accept the liberal subsidies that Government proposes to give them it is proper that Government should have a reasonable amount of control. At present, although the fact seems to be little realized outside educational circles, the amount of control that Government exerts over the Voluntary Agencies is remarkably small. Such control as there is is mainly effected by inspection but as the number of schools has grown rapidly while the staff of the Education Department has remained static or has shrunk inspection has become less effective,

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Now it is a feature of this plan that Government Grants will not be spread thinly over a great number of institutions but concentrated on a relatively few. This at least will make it easier to ensure adequate inspection and guidance. It may be found advisable to appoint Boards of Governors for institutions or group of institutions selected for assistance. Such Boards would not be executive bodies; their function would be to ensure that public funds were expended in the public interest.

It is hoped during the coming year to complete the building of the Yaba Trades Centre and to make a start with the course. The Kaduna Trades Centre, for which the buildings are already nearly complete, might start earlier in the year. It is doubtful whether more can be done for the Enugu Centre than to make a start with the buildings. It is also hoped to build the major part of a secondary school at Zaria whither the present Kaduna College will be transferred, to extend the Higher College as part of the proposed Yaba Technical Institute and to build part of a large Training Centre for Women teachers.

So much emphasis has been laid on higher and secondary education in this address that Honourable Members may wonder whether the lower but still necessary reaches have been left out of account. This is not the case. In the first place the plan of development intends a handsome contribution to the training of primary teachers which, it is hoped, will much improve the quality of the primary schools as the decade proceeds. Secondly primary schools and training centres are actually expanding at a fair pace though it is difficult to staff them efficiently. The Grant-in-Aid, much of which goes to these schools and centres, has been increased this year by £93,000, exclusive of an additional £25,000 for Cost of Living Allowance to teachers. A further increase of £86,100 has been provided for the coming year which will bring the total up to £453,000. A re-assessment of schools in the Eastern and Western Provinces has been carried out in order to achieve a more equitable distribution of the Grant. The scheme followed was recommended by a special committee of the Board of Education and appears to have given much satisfaction. It will be necessary, however, to examine carefully the results of this re-assessment before Government can give it formal approval.

There are, indeed, some unhealthy features in the present administration of the Grant. In the first place a good deal of it goes to primary schools over which, for reasons that have been already mentioned, the Department has little control. Another substantial slice goes to the payment or part payment of teachers' salaries and Cost of Living Allowance. Now although these payments are made to the Agencies and not directly to the teachers it was almost inevitable that the latter should come to regard themselves as quasi-civil servants. They have in fact done so and lay increasing emphasis on their rights and claims on Government. This is not a happy state of affairs for although Government may accept a



moral obligation to help these teachers it is not proper that it should be pressed to treat as its servants those over whom it has so little control. Indeed it is becoming clear that the rapid spread of primary education requires some form of Local Education Authority and that the method of the Direct Grant from the Central Government to primary schools is growing cumbersome and out-of-date.

Government has lately extended its educational responsibilities by publishing a scheme for the superannuation of non-Government teachers. Broadly speaking this scheme is in line with that adopted for Government servants. It provides, subject to certain qualifications and safeguards, that a certificated teacher who retires on a salary of £50 or more shall become eligible for an annual allowance and that one who retires on a lesser salary shall be eligible for a gratuity based on the length of his service. Arrangements have been made to include temporary service under Government or Native Authorities where this is in the public interest. The scheme will be made operative from the 1st April, 1945.

Government teachers, for their part, have shown an increasing disposition to regard themselves as a separate caste and do not coalesce readily with other members of their profession. They have not been silent about their grievances though these, in so far as they are reasonable, are concerned with the frame of their scales rather than with their average rates of pay. These scales, modelled on those of the clerical service, are not really suitable for teachers. The Department has had this matter in view for some time and has made certain recommendations. It would make for greater harmony in the teaching profession if the scales of Government and non-Government teachers approximated more closely.

My address last March dealt with certain misconceptions in the public mind on the subject of Mass Education. This is a clumsy and hence misleading term though it is difficult to find a more precise term without running into a considerable amount of definition. It may not be out of place, therefore, to reinforce several points. The relevant State Paper did not intend compulsory schooling for all. On the contrary, it advocated voluntary teaching and voluntary learning for those, mainly adults, who had not had the privilege of attending school. Nor did it contemplate a simultaneous attack on the whole body of uneducated adults. It contemplated a series of efforts to attract the public in areas which appeared to promise a popular response. Once more, mass education was to be more than mere literacy though literacy was to be a necessary condition. If one reads and writes one must read and write about something. The idea is to take one or more themes which are of great interest in the area selected and to make of these the literary staple. The themes will naturally vary from place to place and so will fall within the province of more than one Department of Government. Where, for instance, cattle are the absorbing interest the Veterinary Department should be in evidence; where it is a

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matter of soil erosion or the cultivation of cocoa the Agricultural Department might be asked to lend a hand. In certain cases the predominant theme may transcend all Departments for it is on record that the women in a certain district of the Eastern Provinces were moved to learn their letters in order to write to warrior husbands and admirers overseas.

It should be clear, therefore, that Mass Education requires a concerting agent, and for this role the State Paper designated—to use an even more dreadful term—the Mass Education Officer. He has not yet arrived on the scene. When he does it will be his business to link the efforts of all the willing parties. There may not be many of him. A small General Staff is required and it is hoped that two or three Officers of the Education Department who have taken part in the education of West African soldiers will soon be available to form the nucleus of such a staff.

Meanwhile events have anticipated the Mass Education Officer for a good deal of adult education, especially in literacy, has been carried out by enthusiastic voluntary workers in various parts of the country. This has ranged from a very successful and popular campaign in the Udi District of the Eastern Provinces, under the direction of the District Officer, to the modest efforts of students in Government Colleges to take in hand the college servants and their wives. In the Northern Provinces much steady work has been done through the 'Classes of Religious Instruction' which most of the Missions conduct. As might have been expected, the degree of success has varied greatly and some of the seed has undoubtedly fallen on stony ground.

Finally I would say that Mass Education, although from the very nature of the case it be rough and rude, is a necessary if unofficial part of the Development Plan. For if the work of our intended university graduates and professional men is to bear fruit, they will need a public sufficiently alert to receive what they have to give.

Educational staff, both Government and Missionary, has been short through the drain on man power and the difficulty of passages. Recently, nevertheless, the position has somewhat improved. For the Department we have been able to recruit a number of women, both local and from England who have strengthened the staff of the secondary schools and the provinces. The Northern Provinces have been hard hit and owing to a number of unexpected casualties several provinces have been without an education officer for months at a time. Even here prospects have become brighter and provision has been made in estimates for a dozen European Schoolmasters to strengthen the Middle Schools and Training Centres. Meanwhile Government and Voluntary Agencies have deliberately depleted their African staff in order to give promising men and women an opportunity for further reading and training. Twelve intended secondary teachers are taking an Arts Course at Ibadan and there



are thirty-seven teachers in the United Kingdom, reading for degrees or attending the Colonial Institute of Education. Although, as has been previously explained, the supervision of the growing mass of primary schools has become more difficult the recent increase in the senior inspectorate has allowed a much more adequate inspection of secondary schools and training centres. In particular there has been a very thorough investigation into the teaching of science in the schools, a matter that requires considerable attention.

If little has been said regarding the education of women this should be taken as a healthy sign. They can now be treated with the men and not relegated to a special sub-section. They have, of course, much leeway to make up and, in the matter of staff are bound to suffer from the peculiar difficulty that the professional life of a woman, especially of an African woman is apt to be short. To some extent, on the other hand, the wastage can be offset by married women returning to the profession after a period of retirement. In spite of the general shortage it has been found possible recently to strengthen the staff on the women's side. A Senior Education Officer has been appointed for the Northern Provinces and one Education Officer to the Eastern Provinces and Cameroons respectively. It is a sign of the times that early provision has been made for a Women's hostel at the Higher College and that one of the recent scholarship winners at the College was a girl from Queen's. In many areas there has been a large increase in the number of girls at school and from most parts of the country come demands for Domestic Science centres. Provision has been made in next year's Estimates for a substantial increase in these centres. Most significant, perhaps, is the increased interest in the Mohammedan North where in several provinces girls are now going on from the elementary to the middle schools. From parts of the Eastern Provinces it is reported that women have shown a greater interest than men in the movement for literacy.

Finally, I should like to make a few general remarks about the Northern Provinces. If by education you mean formal schooling according to Western ideas this great area has been relatively backward and this is true both of the solidly Mohammedan and very homogeneous society of the far North as well as of the Middle Belt with its varied religions, tribes and tongues. But this state of affairs is now changing. The younger men, especially, are beginning to enquire why, seeing that they pay so large a proportion of the taxes, the Northern Provinces receive such a tiny fraction of the Grant-in-Aid. They are apt to complain that Government has neglected them all these years and, if twitted with the obstinacy of their fathers, to maintain that Government, like the rich host in the parable, should have searched the highways and byways and compelled them to come into the feast. Honourable members will probably hear much more about the education of the Northern Provinces in the near future.

## Land and Survey

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## Land and Survey

*Land Branch.*—Consequent upon the approval of schemes under the Colonial Development and Welfare Act and of other Government undertakings, the acquisition of a large amount of land has become necessary. In the Colony twenty-six areas and in the Southern Provinces twenty areas have been, or are in process of being, acquired under the Public Lands Acquisition Ordinance.

Since V.J. Day the vacating by Service Departments of requisitioned and other premises has accelerated, and the number of new requisitions under the Defence Regulations has decreased. In the period under review there were five new requisitions in the Colony and nine in the Protectorate. During the same period thirty-one premises in the Colony and twenty-seven in the Protectorate have been de-requisitioned.

There has been a substantial increase in the number of applications for building sites. That these applications have been met only partially in the Colony has been due mainly to shortage of materials for the construction of new roads and the continued use by the military of large areas of building land. Applications for leases of plots in the residential areas at Ikoyi and Yaba number twenty-eight and 195 respectively.

During the eight months ending on the 30th November, 1945, thirty-four Crown leases were granted and the freeholds of twenty-seven plots (in Yaba Estate) were sold for parcels of land in the Colony. For lands in the Southern Provinces, thirty-six Crown leases were issued and 101 leases affecting lands subject to the Native Lands Acquisition Ordinance were dealt with. Seven Certificates of Occupancy were granted under the Land and Native Rights Ordinance for parcels of land in the Cameroons.

In the Lagos Land Registry the first registration of ninety-nine freehold and seven leasehold properties and 164 various transactions affecting registered lands were dealt with under the Registration of Titles Ordinance. 1,337 instruments affecting land in the Colony and 604 affecting land in the Southern Provinces were registered under the Land Registration Ordinance.

*Survey Branch.*—During the year observations on the primary trigonometrical framework of Nigeria, which had been suspended after the 1939 season owing to the absences of surveyors on war service and the necessity of concentrating the small available staff on work connected with the war effort, was resumed. A party started observing on the Lafia-Ogoja chain and by the end of the observing season only four stations of that chain remained to be occupied.

Precise levelling was continued southward along the Eastern line of the Railway. By the end of August, when this work had to be discontinued for the year, the levelling had reached the funda-



mental benchmark at Aba. A fundamental benchmark has also been constructed at Port Harcourt to which levels will be run when the work is resumed.

There has been an appreciable falling off in the number of mining areas surveyed during the year. During the eight months ending on the 30th November, 1945, forty-nine surveys of mining areas had been received from Government surveyors and 114 from licensed surveyors.

An extension of the Ikoyi Residential Area was demarcated and surveyed and a site has been laid out and surveyed on the Ikoyi Road for a United States of America military cemetery. Land to be acquired for a water supply scheme at Agege was surveyed.

In the Northern Provinces the most important work undertaken was the demarcation and survey of five blocks of plots in the Nassarawa Government Residential Area at Kano. The survey for additional 200 feet to one inch sheets of Jos continues.

In the Eastern Provinces surveys were carried out of lands to be acquired for extensions to the Government Stations at Abakaliki and Ikot Ekpene, and for water supply schemes at Onitsha and Abakaliki. Work was continued on the survey and demarcation for the Forestry Hill colliery housing scheme at Enugu. A surveyor has started work on the survey of lands to be used for an agricultural re-settlement scheme along the route of the new Mamfe-Calabar road.

In the Western Provinces the most important surveys were those of land acquired for a Government Station at Ife and an extension to the Government Station at Kwale, and of an extension to the Government Residential Area at Ibadan. Sites were also surveyed for a Post Office and an extension to the African Hospital at Ijebu-Ode, for an Elementary Training Centre at Abraka, and for Clerks' Quarters, Homes for Destitute Persons and an extension to the European cemetery at Warri.

One European surveyor was employed throughout the year as instructor in elementary surveying of a class of Native Administration Settlement Officers at Kano. The students were sent from Native Administrations all over the Northern Provinces. The training which they receive should make them very useful for such work as the re-planning and lay-out of towns and villages and simple surveys for agricultural purposes. The need for persons trained for such work has been realised for a long time and arrangements are being made to start another class in the spring of 1946.

*Drawing Offices.*—In the Lagos Drawing office the following work was completed:—

(a) Tracings for revised edition of the 1/2,000,000 Map of Nigeria.

(b) Drawings 1/500,000 map of sheets of the map

(c) Drawings topographical sheets

(d) Fifteen sheets Enugu, Aduna,

(e) Three sheets inch maps of Lagos

(f) Other work plans, 226 tracings

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*Lithographic* Se maps printed during

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(b) Ten sheets edition of the 1

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(d) Reprint township maps

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Number

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(b) Drawings for two sheets for revised edition of the 1/500,000 map of Nigeria. These sheets completed the fifteen sheets of the map.

(c) Drawings for reprint of Alawa 1/125,000 standard topographical sheet.

(d) Fifteen sheets of the 200 feet to one inch maps of Enugu, Kaduna, Onitsha, Sapele and Zaria brought up to date.

(e) Three sheets of the revised eighty-eight feet to one inch maps of Lagos completed.

(f) Other work included the preparation of 166 title deed plans, 226 tracings for Land Registries (including replacement of records lost by fire at the Warri Lands Registry Office), the colouring of 826 prints, and about 100 miscellaneous items.

In the Jos drawing office 156 tracings for title deed plans have been prepared. All priority sheets are kept up to date.

*Lithographic Section.*—The following were the most important maps printed during the year:—

(a) The new edition of the 1/2,000,000 map of Nigeria.

(b) Ten sheets completing the fifteen sheets of the new edition of the 1/500,000 map of Nigeria.

(c) Reprint of three of the 1/125,000 standard topographical sheets of Nigeria.

(d) Reprint of eighteen sheets of the 200 feet to one inch township maps of Aba, Kaduna, Sapele and Zaria.

(e) Three sheets of the revised edition of the eighty-eight feet to one inch map of Lagos.

511 requisitions by other departments for small numbers of prints were completed. 24,600 prints were supplied on military requisitions.

The total quantities of work done to date were as follows:—

Number of plates prepared	...	...	962
Finished printed copies	...	...	44,004
Number of impressions	...	...	162,141
Sunprints	...	...	865
Flat mountings	...	...	889
Pocket form mountings	...	...	176

The senior class of four Higher College students who started their training in surveying at the Oyo Survey School in January 1944 completed their course in December 1945. All four were successful in the diploma examination and have been appointed to posts in the Department. Eight other students are taking their course at the Yaba Higher College and a new class will start in January 1946.

This is a period in the progress of Nigeria when a great number of new projects of development are being undertaken at very short notice. It is, therefore, a period when it would not be in the best interests of the country for the Survey Department to



decide on a rigid programme of work to suit its own convenience. The majority of development projects require survey in some form or other. Sometimes boundaries of land to be acquired have to be surveyed, sometimes land has to be subdivided for various purposes and at other times what is required is a survey of the topographical features.

In order that the best use can be made of the relatively small staff of the Department it has been arranged that the order of priority for survey will be very carefully considered by the Area Development Committees for necessary work connected with the projects in their areas and that the Central Development Board will then if necessary decide on priorities between projects in the different areas. It is hoped and expected that the necessary surveys can be carried out without undue delay in the order of priority allotted by the Central Development Board.

It is hoped that it will be possible to continue work on the primary triangulation which it should be possible to complete in two or three seasons according to whether more than one party can be detailed for the work. It is also hoped to continue the precise levelling.

The training of settlement officers of the Northern Provinces in elementary surveying will also be continued and it is possible that similar courses may be arranged for the Native Administrations of the Southern Provinces.

The topographical survey by air photography of Nigeria as a whole is a matter on which correspondence is taking place. It is hoped that this Department will do its share in the production of the topographical maps.

## Forestry

The most important event of the year 1945 for the Forest Department was the statement of the Government's Forest Policy, bringing up-to-date in concise form the policy initiated by Lord Lugard with the advice of Mr H. N. Thompson, C.M.G., Director of Forests, in his Memorandum No. 13 Forestry (Political Memoranda) of 1918. There has been a tendency, with the passage of time, for the original policy to be lost sight of and without such a guide steady progress towards a definite goal has inevitably become confused. The restatement of policy has already had considerable effect in canalizing the activities of the Department and it has formed the basis of the Forestry Development Plan which covers the next ten years.

This Development Plan requires the acceptance of the Province as the Forest Working Unit, a definite sequence of forest operations, each phase of which must be completed in the working unit before the next is embarked upon, and the arrangement of Provinces in an order of priority for staffing and attention, a course which is made necessary by the fact that owing to training difficulties

the recruitment of the Plan must be spread no attempt to aim at prosaic but very essential the sound foundation future must rest. With achievement.

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the recruitment of the forest officers necessary to implement the Plan must be spread over a period of ten years. The Plan makes no attempt to aim at the spectacular and is nothing more than a prosaic but very essential administrative programme to complete the sound foundation upon which the forest management of the future must rest. Without such a foundation there can be no real achievement.

The very satisfactory progress which has been made in the management of the Benin Forest during the year, reference to the preparations for which was made in my address last year must also be commented on. The exporting timber firms and the Forestry Department were faced with the problem which arises sooner or later in every young country, when the selective exploitation of the accumulated interest, in the form of stands of mature timber, of natural forests reaches the point where strict control must be imposed if the forest capital is not to be encroached upon. Much detail remains to be settled but in the case of the largest firm operating, the United Africa Company, the change to controlled working is to all intents and purposes complete. It is gratifying to record that most cordial relations have been maintained between the firms and the Forest Department during this critical phase. It has been found inequitable to deal as strictly with the smaller African firms which lack the necessary capital and skill to accept a close control of felling, but it is particularly desirable that they shall be kept in business and no pressure has therefore been applied to them.

Natural Regeneration operations have been carried out in the Benin forests on a large scale in accordance with the proposals for management under a uniform shelter-wood system, useless trees whose shade would interfere with the growth of the young seedlings being removed by frill girdling and poisoning with sodium arsenite. It is too early to report upon the success of these operations, for a period of some fifteen years must elapse before the young natural growth can be regarded as finally established, but first indications are promising. An area of 40,000 acres was treated during the year. Extension of existing plantations amounting to some 1,700 acres for the year in various areas has been continued as a matter of routine.

The most important production work handled directly by the Department continued to be the supply of timber sleepers, mainly from the Ondo forests, for the relaying of the Jebba-Minna section of the Nigerian Railway, an effective volume of 352,262 cubic feet being produced as against 187,156 in 1944. The order could be completed at the end of the present financial year but the last stages must be spread over several months more to allow for a dispersal of the very large concentration of labour in the Ondo forests. This course is also desired by the Nigerian Railway which is finding some difficulty in handling and treating sleepers at the maximum rate at which they can be produced. The quality of the



sawing continues high and the labour force employed, as well as the officers who have organized the work, deserve the greatest credit.

Production indirectly controlled by the Department can be dealt with briefly. Wild Rubber production for all practical purposes ceased during the year, as was expected, no more than 117 tons being recorded up to the end of August as against a total of 1,150 tons exported in the previous year. No timber was supplied directly to the military forces during the year but 172,389 cubic feet were supplied to the mines as against 193,200 cubic feet in the previous year and 2,768,000 cubic feet were used locally against 1,720,800 cubic feet in 1944 and 2,038,592 cubic feet in the previous year. Fuel taken under forestry control amounted to 1,693,390 stacked cubic feet for the military as against 1,878,788 in 1944, 496,780 for the mines against 1,112,100 in 1944, an expected further decrease due to the disappearance of the necessity for the mines to supply firewood for selected labour. Total consumption accounted for 4,234,000 stacked cubic feet of fuel against 5,850,000 in the previous year. The provisional estimate of fuel taken free by the peasant population remains at 2,000,000,000 cubic feet but the figure cannot, in the absence of accurate data, be relied on.

The Departmental Research Yard Workshop was reconstructed for a return to normal working and therefore produced only 2,080 cubic feet against the 18,000 cubic feet special war-time production of the previous year.

The Pilot Sawmill at Aponmu produced 60,414 cubic feet against 80,000 cubic feet in the previous year and the latest balance sheet to the 30th September, 1945 showed a net loss of £977 9s 9d since the inception of the scheme. For a large part of the year the mill was under African supervision but output fell and production costs increased from 2s 1d to 2s 6d. It has become increasingly clear that the Mill is too large a unit to be handled satisfactorily by an African without continuous European supervision and advice, although it is too small to bear the cost of European management without what amounts to subsidy by Government. As was expected, prices had to be increased and it is doubtful if they can be a great deal lower than those of the Ijora Public Works Department and other commercial Mills if the Pilot Mill is to be managed as a genuinely profitable commercial venture. It continues, however, to perform a very useful function in supplying the lower grade timbers and in meeting a strong local demand. It is also of great experimental value in determining the degree of control which it is practicable to apply to commercial firms in the new system of control by limiting the area felled each year and of linking exploitation with regeneration of the forest. From these points of view the project has been well justified.

Exports of timber are expected to show a decline from 2,753,000 cubic feet in 1944 to some 2,227,000 cubic feet, the fall-

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being probably due to the shipping situation. 84,000 shingles were sold locally against 24,000 in the previous year, an increase which does not call for comment as the demand is still very capricious. The Departmental plantations produced 232,400 poles against 208,300 in 1944.

The great bulk of Minor Forest Produce is taken free and cannot be recorded by the Forest Department but of that which is recorded some 1,947 tons of Gum Arabic was produced during the year. The shipping of this product continues to give rise to some anxiety lest accumulation of stocks may cause a check in buying. 175 tons of Kapok were produced, 900 tons of shea nuts, forty-one tons of Beeswax and 121,200 lbs of wild honey.

The Revenue received by Government amounted to £47,460 against £52,330 in 1944 this latter figure being amended from that quoted in my last address by revenue subsequently accounted for as a credit to Government, and by Native Administrations to £66,700 against £59,500 in 1944. The gross forest revenue is therefore £114,160 against an amended total of £111,830 in 1944. Expenditure by Government amounted to £96,000 against £86,000 in 1944 and by Native Administrations to £44,600 against £40,600 in 1944.

It would not have been surprising if the revenue had shown a slight fall with the diminution of war demands, and the small increase is encouraging in that it has occurred during a year of stricter control and may well therefore be maintained.

The increase of Government expenditure, which regains its 1943 level, does not call for comment and is due to a resumption of normal activities. The slight increase of Native Administration expenditure was due to the increased part played by Native Administrations in Forest control.

The Forest School suffered from the lack of European staff but two Forest Supervisors were appointed and one Forest Supervisor was fully trained for the Sierra Leone Government. One man failed to pass out. Two Government and one Native Administration Forest Assistants passed out and another four have almost completed their course; two returned to Forest Guard rank as unsuitable for the higher grade and four failed to complete the course. It is satisfactory to record that the best men from the Forest School have proved extremely competent and useful, but a certain difficulty is still experienced in finding applicants who possess the educational qualifications necessary to absorb the training and are at the same time prepared to endure hard conditions in the field which are the normal lot of any forest officer. An expansion of the school is contemplated to increase the strength of the Intermediate staff which has already shown itself to be indispensable under modern conditions.

The general European staff situation could not be relieved by recruiting during the year, but progress in Research was resumed



on the return of the Forest Botanist from a course at Oxford towards the end of the year. The important task of consolidation of Reserves made good progress during the year, particularly in Benin where it is approaching completion, and in addition 176 square miles of Reserve were added to the forest-estate.

The implementation of the Development Programme during the year depends primarily upon the increase of European staff but the most important preliminary work will be the training of the African staff, clerks and Forest Assistants. It is not proposed to bring any new areas under close forest control during the year but rather to consolidate what has already been achieved. The organization of planned working will be completed during the year in Benin and commenced in Ondo.

The fuel question in the treeless parts of the Jos Plateau has been investigated and it appears that the immediate solution lies in the organization, with cutting of areas in rotation and coppice regeneration, of savannah woodland on the northern slopes of the Plateau. It is proposed to commence this work during the coming year. The matter of timber supplies in the Northern Provinces generally will also receive attention. It is now clear that the local demands of the peasantry there as a whole must be satisfied in the main by small sized timber produced from the savannah woodland, but real progress must depend upon the availability of portable resaw benches which can handle the small timber of the savannah, or pitsawn fitches where heavy timber from the fringing forests is concerned. It is to be hoped that this machinery may become available during the year but this is not at all certain. Throughout the North stress will be laid upon rotational cutting of firewood with regeneration by coppice in defined areas rather than the aimless exploitation practiced at present which has the inevitable result that firewood supplies progressively recede from any centre of increasing population.

### Mines

The war security ban on the publication of statistics of mineral production and exports was removed in June, 1945, and quarterly publication was resumed in the Nigeria Trade Report.

The new Minerals Ordinance, Mineral Regulations, Safe Mining Regulations and Explosive Regulations became operative in February, 1946, providing new safeguards for owners and occupiers of mineralised land and increasing the powers of the Mines Department.

*Tin.*—All tin ore produced was purchased by the Ministry of Supply. There was a gradual falling off in production on the cessation of hostilities in Europe, due mainly to the larger companies re-organizing their mines preparatory to the resumption of economic mining on the expiry, at the end of 1945, of the Ministry of Supply contracts guaranteeing the maintenance of previous average profits per ton.

It is anticipated that production will continue in the grade of ore the greater depth costs and the winning to prospect interests of maximum extent in future the existence of and fluvic-volcanic certain operators suitable drilling made by one company parts of Plateau areas for close gr

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It is anticipated that the gradual decline in cassiterite production will continue. Contributory factors are the degradation in the grade of ore reserves by the exhaustion of the richer deposits, the greater depth of the remaining deposits, increased labour costs and the necessity for companies to divert staff from winning to prospecting, neglected during the war in the interests of maximum production. This decline may be offset to some extent in future years if prospecting and development prove the existence of economic deep-lead deposits underlying the basalt and fluvio-volcanic rocks of the Plateau. Plans are in hand by certain operators for this work but it will be some time before suitable drilling machinery will be available. Plans have also been made by one company for an aerial survey to be made of certain parts of Plateau Province with the object of locating promising areas for close ground prospecting.

*Columbium.*—With the gradual completion of the retreatment of tailing dumps at ore dressing plants columbite production was below the record of the previous year. The United States of America continued to be the only market.

The retreatment of dumps at ore dressing plants may be completed during the coming year and there will be a further decline in columbite exports. There is no reason to believe that all market requirements will not be met from current mine output plus tailing retreatment.

*Tantalum.*—The output of tantalite practically ceased with the end of the war in Europe. All production went to the United States of America.

*Gold.*—The Restriction of Gold Mining Regulations were repealed in February, 1946, permitting the resumption of prospecting on existing exclusive prospecting licences and leases and the consideration of all outstanding frozen applications for mining land. At the same time prospecting for gold was prohibited by declaration under Minerals Ordinance. The rates of royalty were altered by the new Mineral Regulations.

It may be possible to reopen Nigeria to gold prospecting during the year 1946-47 but this must depend on the Mines Department staff being brought up to establishment. It is hoped that more efficient and adequately financed mining groups will become interested in the development of Nigeria's goldfields than has been the case in the past.

It is hoped that the present attenuated Mines Department Inspectorate staff will be strengthened during the year as qualified men are released from the forces. Until this occurs closer supervision of mining operations, the suppression of gold smuggling and the more advanced training of the African technical staff of Beacon Inspectors and Mines Rangers will be difficult.



## Colliery

Once again the Colliery has broken all previous records for output, the output for the year 1944-45 being 668,158 tons, this being an increase of 139,738 tons over the previous record. To produce this output the labour force was increased by 869, the total labour force now being 6,219 of whom 1,465 are housed in the Colliery Housing Estates.

The trade dispute declared to be in existence in 1944 was settled by arbitration in 1945 but because the labour did not agree with the Arbitrator's decision they refused to work on the conditions of the award with the result that what was, in effect, a strike, was declared. The labour eventually resumed work under the conditions of the Arbitrator's Award but the Colliery Manager, knowing that the labour were more dissatisfied with this Award than with their previous conditions of service, arranged with a Committee of Workers' Representatives, to replace the Award by a mutual agreement. This Agreement became operative in June, 1945, and since then the labour have worked well. The strike of the Colliery labour and the General Strike interfered with output, but by the end of the calendar year the monthly output was back to normal.

During the year, with the exception of the Lady Welfare Officer and the Colliery Accountant, all vacancies in the European staff have been filled and this has helped considerably in dealing with the very difficult time during which the Colliery has passed during the year.

Because of the demand for increased output, the underground development of the mine has proceeded at record speed and this, together with the closing of the districts near to the Iva Mine Level (due to geological disturbances), placed a strain on the mine haulages which these haulages were not capable of carrying for more than a very limited period. To overcome this difficulty the New Obwetti Mine was started on a temporary basis (the permanent new plant will be installed in 1946) using underground conveyor equipment. This mine, in its second week, was dealing with an output of 1,200 tons per day without any undue difficulty.

Work was started during 1945 on the New Valley Road Housing Scheme and a temporary camp was built to accommodate 500 men until such time as the Valley Road Site is ready.

*Development Programme.*—The complete mechanization of the mine, particularly on the coal face, has been approved, with a view to decreasing production costs, and the first stages of this mechanization are now in hand, including the training of African personnel to handle the machinery.

Approval has also been given for the purchase of deep core boring equipment to be used to prove the coal measures between Enugu and Onitsha; this equipment will be ordered early in the

New Year and it is operations by the end

The proposals for the new drilling plant has been decided that this project as prospects of obtaining drilling operations.

*Lignite.*—By the time had been mined from the Lignite Office in the Lignite, as an alternative population of the Lignite, it is proposed where the outcrops. Oba district.

In view of the fact that require many more Trainees in the Training has been increased to a considerable keeness in the staff has already been Engineering and member of the staff get a nucleus of needed in the Col

## Geological Survey

The various operations have been carried out with the aid of equipment

The Department of minerals of importance has been made in the Interim Report: Arrangements have been made with the Geologist who is making preliminary investigations in the Province has also been revision of the

Substantial progress has been made in the Supply program in Kan but owing to the fact that decided not to accept the Benue Province, making any progress inadequate staff in



New Year and it is hoped that it may be possible to start boring operations by the end of 1946.

The proposals for the installation of carbonization and briquetting plant has been thoroughly investigated and it has been decided that this proposal be held over, at any rate until such time as prospects of obtaining better quality seams have been proved by drilling operations.

*Lignite.*—By the end of 1945, more than 200 tons of lignite had been mined from the Oba district near Onitsha and Administrative Officers in this area are now trying to popularize the use of lignite, as an alternative to wood, as a domestic fuel. If the population of the Onitsha district show any real desire to use this lignite, it is proposed to start a small mine in the Nnewi area, where the outcrops of lignite are considerably thicker than in the Oba district.

In view of the fact that the mechanization proposals will require many more highly trained African staff, the number of Trainees in the Training Scheme which was started in July, 1944, has been increased and all these Trainees are showing considerable keenness in their work and studies. One member of the African staff has already been sent to the United Kingdom to study Mining Engineering and it is hoped that it will be possible to send one member of the staff, each year, for several years, so that we can get a nucleus of highly trained African Staff, who are sorely needed in the Colliery.

### Geological Survey

The various activities of the Geological Survey Department have been carried on during the year with depleted staff and shortage of equipment.

The Department has endeavoured to aid in the production of minerals of importance to the war effort, and considerable progress has been made with the re-mapping of the Plateau Tinfields. An Interim Report and revised geological map is to be issued shortly. Arrangements have been made for the appointment of a Mining Geologist who is expected to assume duty early next year. A preliminary investigation of the lignite deposits in Onitsha Province has also been carried out, and work is proceeding on the revision of the geology of the Upper Coal Measures.

Substantial progress has been made with the Rural Water Supply programme under the Colonial Development and Welfare Scheme in Kano, Katsina, Bornu, Bauchi and Sokoto Provinces, but owing to the shortage of staff and equipment it has been decided not to attempt work in Niger, Ilorin, Kabba, Adamawa and Benue Provinces until the coming year. There is little hope of making any progress in the Eastern and Western Provinces until adequate staff is available.



Continued difficulty has been experienced in obtaining materials and equipment, especially drilling rigs, which are urgently required for boring in Bornu, Bauchi and Owerri Provinces. However, it is hoped that this equipment will become available early in the year.

One of the bore-holes at Maiduguri has recently struck artesian water which has risen to the surface under its own pressure. This may have an important bearing on future water supply development in Bornu Province.

### Public Works

It was originally hoped that 1945-46 would provide the opportunity for consolidating and building up the organization to meet post war demands and at the same time overhaul the general maintenance organization which had suffered from the rush of military works during the war years.

Unfortunately it has not been possible to carry out these good intentions to the extent hoped for, the principal reasons being difficulty in recruitment especially among Engineers and delays in receipt of stores of certain classes from the United Kingdom. The strike in June and July which affected some 25 per cent of the total labour force employed on Public Works throughout the country not only resulted in the loss of six weeks work on works directly affected but, owing to resultant congestion on the Railway and delays in supply of stores to up-country stations, adversely affected progress of works elsewhere.

However, some progress has been made with the building up and strengthening of the Departmental organization and schemes have been prepared for re-equipping and extending the workshops and stores in Lagos and the Provinces. Some progress has been made in decentralization. It is improbable that the target of £600,000 for Public Works Extraordinary will be attained; it is likely that the final figure will be £500,000. A small start has also been made with Development works particularly feeder roads and improvements to existing roads required in anticipation of a considerable increase in motor traffic now that the war has ended. A great deal of work has been done in the preparation of development schemes both in Headquarters offices and by Provincial Engineers in connection with Provincial Development committees.

Recruitment of European staff both to fill vacancies and for additional posts has been very patchy. Civil, Electrical, and Mechanical Engineers have been very difficult to obtain and numbers recruited have not been sufficient to keep pace with casualties. For a greater part of this year some important duty posts at Headquarters and in the Provinces have remained unfilled. Four new Architects were recruited and have helped considerably to make up the arrears in building design but the full benefits will not be obtainable until next year when the new men become

accustomed to W. Officers were obtained considerable assistance. Town Planning Act was closed. In Sept reports and plans Eastern Provinces. bright spot and for posts filled and in overhauling the m

To augment t of Public Works assistance from C the carrying out o tions for selected hydro-electric inv is that, while no abilities of the F enough of them, ably as there are rather work for Some assistance i of the Departmen Director has offer 1946 to assist Laboratories.

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accustomed to West African conditions. Three Town Planning Officers were obtained; unfortunately one has since died. Very considerable assistance in Town Planning was received from the Town Planning Adviser to the Resident Minister before that office was closed in September, and a number of excellent preliminary reports and plans has been received mostly for Towns in the Eastern Provinces. The supply of Inspectors of Works has been a bright spot and for the most part it has been possible to keep duty posts filled and in the case of water works to do a great deal towards overhauling the maintenance organization.

To augment the efforts of the Departmental staff the Director of Public Works was able while in England to arrange for assistance from Consulting Engineers and the Crown Agents in the carrying out of surveys and preparation of plans and specifications for selected urban water supplies, major bridges, and certain hydro-electric investigations. The advantage of such arrangement is that, while none of the schemes in question are beyond the abilities of the Engineers of the permanent staff, there are not enough of them, and the field for recruitment is widened considerably as there are always a large number of Engineers who would rather work for Consultants than enter a Government service. Some assistance is anticipated from the Road Research Laboratory of the Department of Scientific and Industrial Research, and the Director has offered to send out two of his staff for short periods in 1946 to assist with the reorganization of the Headquarters Laboratories.

Practically no progress has been made in developing the carrying out of complete building works by contract. The disturbed state of the labour market no doubt makes the more reputable firms nervous. As usual a very large volume of work has been carried out by petty contract.

The Electricity Branch in spite of difficulties has managed to keep all stations working throughout the year without serious interruption notwithstanding the strike when, with the aid of military personnel and volunteers, supplies were kept in operation. In addition, it was possible to complete the installation of the third extension of Ijora Power Station with the installation of another 5,000 K.W. turbine and generator and the installation of another 1,000 K.W. generating set ex-Lagos at Enugu. During the year the services of the Electrical Engineer-in-Chief were made available for advising on projects in the Gambia and Cyprus.

The African Staff has been kept up to strength and it was possible to maintain the courses of instruction in the Headquarters School for technical staff without interruption. Candidates for the technical staff have been forthcoming in sufficient numbers to permit the policy of gradual expansion to proceed. Difficulty is being experienced in finding suitable men to fill vacancies in the recently created grade of Foremen,



As anticipated the volume of work for the Army and Air Force has been greatly reduced and the total for the year is not likely to exceed £100,000 which by comparison with former years is very small indeed.

An unusual feature of the year's programme has been the similarity in volume of expenditure between the Northern, Western and Eastern Provinces and Lagos Division all four being very nearly equal.

The principal maintenance service of Roads, Buildings, Electricity and Water Supplies Electricity and Aerodromes have been satisfactorily carried out though, with more supervision, there is no doubt that improvements could be effected in many directions. The difficulty in finding suitable candidates for the Foremen grade as mentioned above has a direct bearing on this problem.

The portions of the Development Plan with which this Department is directly concerned are the Schemes for Roads, Urban Water Supplies, Electricity, Buildings, Anti-Malaria drainage, the buildings in the Leprosy Control Scheme and, in conjunction with the Geological Survey Department, the Rural Water Supply scheme. Owing to various delays 1946-47 will, in effect, be the first year of the plan and work will consist very largely of the carrying out of surveys and preparation of plans and estimates. Nevertheless some progress can be made on a number of items for which plans are available but the extent will depend entirely on the staff position. Work on a number of feeder roads and the Bansara-Mamfe and Calabar-Mamfe Pilot roads will continue, as will also the bituminous surfacing programme. Urban Water Supplies present a more difficult problem but if staff is available work can be carried out on such schemes as Minna, Warri and Sokoto. In Electrical development it is improbable that any entirely new schemes can be started but work can be continued on the extension of the existing undertakings at Lagos and Port Harcourt. The extent will depend upon availability of materials. It is also hoped to re-start and extend a school for electricians and engine drivers. It is anticipated that it will be possible for work on the Building programme to keep pace with the programme.

### The Nigerian Railway

The revised estimates of Railway revenue and expenditure for 1944-45 show that the earnings are expected to fall short of the approved estimate by £329,000 and the expenditure on revenue account to show savings on the approved estimate amounting to £64,010. That is, the earnings will be £3,483,000 instead of £3,812,000 and the expenditure on revenue account, which includes a contribution of £430,000 to the Renewals Fund, £2,496,740 instead of £2,560,750. The result will be, therefore, that the estimated sum to be transferred to the Net Revenue Account will be reduced from £1,251,250 to £986,260, a decrease of £264,990.

To the sum of £126,180, which will be added to the Railway Renewals Fund, small sums of maintenance and making a total of £1,113,000. From this latter sum by way of interest will have incurred payments not charged to the account, amounting to £1,113,000 additional items of expenditure, additional contributions by extending the staff.

The shortage of staff for, in addition to the period of the strike consequent limitation of offering during the loss of a further year has been earned had the strike caused a loss of locomotive traffic and should it not been for the produce season year ago, instead in its financial of £30,000 per annum of produce to concern.

The difference of £126,180, which is subject to the surplus to the additional cost of the Jebba-M

As for the estimates for expenditure of £1,113,000, comparison of revenue for while expenditure over £25 million mainly to the 19



To the sum of £986,260 carried to the Net Revenue Account will be added the interest on investments held in respect of the Railway Renewals, Reserve and other funds, together with various small sums of miscellaneous revenue amounting in all to £167,150, and making a total credit to Net Revenue Account of £1,153,410. From this latter sum the Railway will have paid to Government by way of interest on loans for capital expenditure £949,550, and will have incurred approved expenditure on additions and improvements not chargeable to capital, and other non operative expenditure, amounting to £77,680, making in all £1,027,230. An additional item of expenditure this year is the sum of £35,000 additional contribution to the Pensions Reserve Fund necessitated by extending pensionable status to 2,500 additional African staff.

The shortfall in revenue is due almost entirely to the strike, for, in addition to a direct loss of £375,000 in revenue during the period of the strike, the reduced locomotive repair output and consequent limitation of the Railway's ability to handle the traffic offering during the latter part of the year have resulted in the loss of a further considerable sum in revenue which might have been earned had there been sufficient locomotive power available. The strike cannot be held completely to blame for the shortage of locomotive power; the war years with their consistently heavy traffic and shortage of spare parts have played their part but, had it not been for the strike, the hauling capacity of the Railway this produce season would probably have been 85 per cent of that of a year ago, instead of 60 per cent. This reduction is serious enough in its financial implications—it represents a curtailment in revenue of £30,000 per week—but the adverse effect upon the evacuation of produce to the ports is an aspect which causes even greater concern.

The difference between £1,153,410 and £1,027,230, that is £126,180, will be available for appropriation. It is proposed, subject to the approval of the Secretary of State, to allocate this surplus to Railway Capital Receipts to provide for part of the additional capital required in 1946-47 for continuation of relaying the Jebba-Minna section, and for other minor capital works.

As for the prospects for 1946-47, the General Manager's draft estimates forecast earnings on revenue account of £3,931,200 and expenditure on revenue account of £2,817,440 leaving a balance of £1,113,760 for transfer to the Net Revenue Account. By comparison with the approved estimate for 1945-46 the estimated revenue for the forthcoming year shows an increase of £119,200 while expenditure is expected to increase to the extent of a little over £250,000. This substantial increase in expenditure is due mainly to improved conditions of service including a continuation of the 1941 improvements, increased allowances to compensate for



the higher cost of living and the extension of pensionability to many more servants of the Railway, the cost of these items being in the region of £135,000.

The attainment of the estimated revenue in 1946-47 will not be dependent so much upon the amount of traffic offering, as this will most probably be in excess of that which the Railway can carry, as upon the ability to increase the locomotive hauling power. This can only be achieved given three things, additional locomotives, the fulfilment of outstanding indents for spare parts, and the active co-operation and hard work of every servant of the Railway. No stone is being left unturned in trying to achieve these three aims.

The rising expenditure continues to cause anxiety and the healthy state of the Renewals Fund standing at about £3,500,000 with £1,000,000 in the Reserve Fund does nothing to lessen this. These sums give a fictitious picture of prosperity which will be shown in very different colours when we are able to obtain the quantities of locomotives, rolling stock, building material and very many other items of equipment which have been in short supply for six years, all of which will have to be purchased at considerably enhanced prices.

The relaying of the Jebba-Minna section continues satisfactorily and the new timber sleeper plant at Zungeru is in full operation and easily maintains the required supplies of treated sleepers for the relaying. The supply of raw timber sleepers to the plant by the Forestry Department and under contract is also well up to requirements. The actual relaying of the track, undertaken as it is under heavy traffic, limits the carrying capacity over this section and causes delay to trains. This was foreseen before the relaying was undertaken, and delays and interruptions are kept as low as possible. There was no alternative to relaying this track without delay as it was worn out and only safe for low speeds; as the relaying proceeds the speed limit is increased upon the portions relayed and the situation should progressively improve.

Following upon the relaying of the Iva Valley branch serving the Colliery at Enugu, a new branch to Obwetti was completed in 1945 and is already in operation tapping the Colliery's output at this additional point.

It was stated in my Address to the Legislative Council on the 5th March, 1945 that the Railway hoped to obtain eleven new locomotives to its own design in 1945 and 1946. Unfortunately there have been delays in getting the order placed in the United Kingdom owing to industrial conversion from war to peace and it is not anticipated that new locomotives will be available for the Nigerian Railway from the United Kingdom until 1947. Even then, in order to avoid further delay, it will probably be necessary to obtain locomotives to previous designs instead of the local

modified designs designed locomotives from so placing of orders for great difficulties at being done to improve at the earliest possible of trains and some

It is hoped in the event of certain staff at Enugu, and the action is feasible. The policy "key" staff also a chief limiting factor this applies to all today.

### Civil Aviation

So far as Aviation interim period between of full civilian in 1946. During the by both British Force under the responsible for the

Operation has several vicissitudes fairly well patron route mileage, are indicative of Except for a "Dakotas" have services.

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modified designs desired. Efforts are also being made to obtain locomotives from sources other than the United Kingdom. The placing of orders for coaching and goods rolling stock also presents great difficulties at the present time but everything possible is being done to improve the rolling stock situation upon the Railway at the earliest possible date. Until this is achieved overcrowding of trains and some degree of unpunctuality is inevitable.

It is hoped in 1946 to do much towards planning the improvement of certain stations, notably Iddo, Ibadan, Lafenwa and Enugu, and the actual work will be put in hand as soon as this is feasible. The policy of improving Railway Quarters allotted to "key" staff also continues as rapidly as conditions permit. The chief limiting factor is shortage of qualified supervisory staff, and this applies to almost every activity upon the Nigerian Railway today.

### Civil Aviation

So far as Aviation is concerned the year 1945 has been an interim period between full war time conditions and the inauguration of full civilian services which it is anticipated will be operating in 1946. During this period, external services have been maintained by both British Overseas Airways Corporation and Royal Air Force under the aegis of Transport Command which has also been responsible for the Internal Services.

Operation has been planned to a regular schedule which, after several vicissitudes, has developed into a reasonably convenient and fairly well patronized internal service. Passenger fares based on route mileage, have been instituted by Transport Command and are indicative of the increasing trend towards civilian conditions. Except for a short period when "Anson" aircraft were used, "Dakotas" have been employed on both External and Internal services.

All Royal Air Force operational aircraft and organizations have been withdrawn from Nigeria including Coastal Command; and Apapa Aerodrome has been closed down, both as a seaplane base and for land aircraft. The use of Ikoyi alighting area for flying boats has fallen into desuetude and the arrangement now is, that it shall be kept cleared and marked so that it can be put into use at any time at one month's notice.

The United States Army Air Force, at one time in considerable strength at Kano and Maiduguri, left Nigeria after the conclusion of hostilities with Japan. It may now be mentioned that these two aerodromes formed important links on the reinforcement route to the Far East and that considerable numbers of "Super Fortresses" have used both these grounds. The immense weight of the aircraft, far exceeding that of any other type in regular operation throughout the world put very considerable strain



on the runways and parking surfaces of these grounds. They were never designed for these loads, but nevertheless it can be recorded with satisfaction that they stood up to the work required of them.

The British Overseas Airways Corporation West African Headquarters have now been installed at Accra which is the terminus of the England West African Air Service. Ikeja is now the Airport for Lagos, and is the centre from which radiate the external services to the Gold Coast and the Sudan and the internal services to Port Harcourt and Kano. The question of the use of Nigerian Aerodromes by Foreign Air Services has not yet been fully decided but for the time being four routes across the territory have been scheduled and landings restricted to the Aerodromes at Ikeja, Kano, Maiduguri and Port Harcourt.

The Royal Air Force still maintain control of Ikeja, Kano and Maiduguri Aerodromes but all others have reverted to the Civil Government. With the increasing expansion of regular services some strain has been imposed on the Civil Aviation organization and it has been with some difficulty that the system of part time Aerodrome Control Officers has been maintained. A recent decision to make this a paid occupation is expected to ease the position until such time as a proper Civil Aviation Organization is set up. In this connection the position has been under investigation by Air Ministry Representatives and the Air Adviser to the Colonial Office, and it is expected that the peace time organization will take shape during 1946.

Progress is being made with the installation of a network of signals communication under the control of the Posts and Telegraphs Department. Construction of quarters for civilian signals operators were started and progress was made with the provision of Catering Rest Houses of which eight were expected to be completed early in 1946.

All aerodromes continued to be maintained successfully by the Public Works Department, and have stood up to every demand. Improvements mainly by increased consolidation have been done at some grounds. New Runways have been surveyed at Tiko and Ibadan and provision has been made for work to be put in hand in the 1946-47 Estimates.

### Marine

The position with regard to staff has deteriorated; few of the officers on temporary agreement having elected to remain in the service. The total establishment of Marine Officers is forty-one, but the number actually in the Department is thirty-five. Of these two are still serving with the Royal Navy, one is on temporary appointment and four are uncertificated. The shortage of engineers is even more acute, the total establishment being forty and the number actually in the Department twenty-seven. Of these four are temporary appointments and three are uncertificated.

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As a result of this shortage of staff, suspension of and reduction in certain services became inevitable, but by the judicious transfer of officers from one post to another as the need became pressing, it has been possible to maintain the more essential services satisfactorily.

Since the departure of the Royal Navy from Lagos it has been possible to give more attention to the maintenance of marine craft, but many of these were approaching the replacement stage even before the war and now it has become extremely difficult to carry out sufficient repair work to keep pace with deterioration.

Progress in the construction of new craft has not been satisfactory, due mainly to the increasing need for maintenance of existing craft and to shortage of staff.

Apapa Dockyard has been kept fully employed throughout the year, but owing to the presence of the wreck of H.M.S. *Surprise* at No. 1 Wharf, and to repairs to No. 3 Wharf not yet having been completed, a severe handicap still exists as regards wharfage facilities there. The repair yards outside Lagos have also been working to full capacity, mainly on the maintenance and repair of small craft. The question of transferring Forcados Dockyard is still under consideration and it is hoped that a more suitable site elsewhere will be found shortly.

Good progress has been made in Apapa Dockyard reconstruction. The main office buildings have been completed, the erection of the new store buildings is well advanced and repairs to No. 3 Wharf are in hand.

The depths in Lagos Harbour channels have been maintained by the S.D. *Lady Bourdillon*, with the occasional assistance of the dredgers *Queen Mary* and *Mole*, but the extension and deepening of the channels cannot yet be undertaken without additional dredging plant. Reasonable progress has been made with the reclamation of the swamp area between Five Cowrie creek and Victoria Beach.

The re-sounding of Lagos Bar and the more important parts of Lagos Harbour have been completed and it is hoped to be able to survey Forcados and Escravos bars early in the New year. The latter surveys are long overdue and it may prove necessary to transfer officers from other services to undertake them. It has not been possible to maintain buoys and other aids to navigation in the customary condition as officers were not available to man the buoyage vessel except at intervals.

The clearing of waterways has not made a great deal of headway but valuable assistance is being rendered by Administrative Officers in clearing certain rivers and creeks for the evacuation of produce. Marine Officers have been employed in clearing the Sudd Region, Yewa River, tributaries of the Cross and Niger Rivers, the creek between Opobo and Eket and in Stubbs Creek.



The s.s. *Samarik* was successfully salvaged on the 1st October by the s.t. *Vulcan* after being aground on Bonny Bar for two days.

Details of the Marine Development Plan are shown in Sessional Paper No. 24 of 1945 which was laid on the table at the meeting of the Legislative Council held in December last.

During 1945-46, satisfactory preliminary work was carried out in connection with the proposed Omu Creek canal, the clearing of the Opobo-Eket creek and the opening of Stubbs Creek.

Progress during 1946-47 will depend mainly on the supply of new plant and vessels and on the availability of the extra staff required.

Concerning the erosion at Victoria Beach, a survey of the foreshore was carried out to the eastward of the East Mole for a distance of ten miles, towards the end of the last dry season and the results of this and of other minor surveys carried out in the interim have been sent to and studied by Consulting Engineers in the United Kingdom. Certain remedial measures have been suggested by the consultees, but they require further data before more precise proposals can be formulated on the problem. These data have recently been supplied.

Following slight accretion during the period January to March there was heavy erosion up to the end of June particularly in the immediate lee of the Mole and extending to a lessening degree nearly one mile eastwards. Slight accretion took place at mile  $1\frac{1}{2}$  and from there to six miles east of the Mole there was slight erosion. During the following quarter there was further slight erosion but at present there are signs of accretion, this being normal for the season.

Apart from the first half mile east of the Mole the position of the foreshore is better than that obtaining at the end of last year's rough season.

It is considered that there is no immediate danger to any land and buildings of value and that stabilization may be reached before such danger occurs. There is the possibility that if not checked, the sea will break through the northern end of the East Mole and into the Harbour, but this can and will be prevented if necessary, by the strengthening and extension of the landward end of the Mole.

The experimental groynes mentioned in my former Budget Address have not yet been constructed. Further proposals from the Consulting Engineers are awaited and it is deemed wise to defer any spending on experimental work until these proposals have been received.

Almost the whole of the Marine Staff at Lagos, Apapa and Port Harcourt (excluding the Clerical and Hydrographic Office Staff) and numbering some 2,500 men, joined the General Strike

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### Posts and Tele

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in June last. The Royal Navy gave very valuable and indispensable assistance in maintaining essential services, though before the strike ended, it was possible to replace many of the Naval ratings by Ex-servicemen, most of whom are still serving in the Department.

### Posts and Telegraphs

Heavy demands continued to be made on almost all services of the Department and difficulties in obtaining staff and equipment continued. Shortage of staff was aggravated for a period by the strike from June to August.

Censorship was discontinued. A large number of postal agencies were opened, a branch post office was opened in Lagos at the new Savings Bank building at Lafiaji and another was opened at Ikeja Army Demobilization Camp. Airmail increased; the airgraph service was replaced by the Gd airletter. A very large volume of letters and parcels from Nigerian troops serving overseas was handled. The increase in parcels from United Kingdom was considerable. A new parcels office was rented in Lagos to facilitate dealing with this. Deliveries by postmen were extended to Ikoyi and Suru Lere in the Lagos area and to Aba, Calabar and Port Harcourt.

There was a small decrease in Money Order business attributed to the strike. Paid Postal Orders showed appreciable increase but there was a considerable decrease in those sold, again partly attributed to the strike.

The balance to the credit of depositors increased from £1,061,000 to £1,587,000. Deposits increased by 42 per cent and withdrawals by 60 per cent. Deposits included £72,000 from African soldiers serving overseas and £90,000 under the Army Demobilization scheme. The entire savings bank staff in Lagos was removed to a new temporary building at Lafiaji near Macgregor Canal Bridge.

Telegraph traffic continued to be heavy. Delay was unavoidable because of overloaded plant. There was some increase in mutilations. Wireless was increasingly used to relieve congested centres.

Trunk telephones were opened between Benin City and Sapele. There was also some trunk development in the Ehugu area. Inability of manufacturers to deliver equipment restricted expansion considerably. Exchange plant was renewed at Kaduna and Onitsha. New small exchanges were opened at Barakin Ladi and Udi. Telephone communication was also extended to Oji River.

Development in Radio Distribution Services was much restricted by the difficulty in obtaining delivery of loudspeakers and other equipment. A new service was opened at Zaria and some progress made at Calabar.

Port Harcourt aeronautical wireless installation was completed. Other progress was restricted by equipment deliveries and staff shortage. There was considerable activity in provision of



temporary installations owing to increased dependence upon wireless during the strike and because of the local industrial situation generally.

The programme of telecommunications development for 1945 comprised trebling the number of telegraph and telephone channels to Kaduna by the use of voice frequency and carrier apparatus, associated increased building accommodation, some reconstruction of the main route between Oshogbo and Benin to provide a better trunk service for Benin and provide for improved future trunk service to the Eastern Provinces. There is also provision for introducing small portable radio telephone sets suitable for use by Administrative staff on tour in districts where other forms of communications are not available. Because of the inability of manufacturers to supply apparatus until near the end of the financial year little has been accomplished of this programme and none of it completed.

Telecommunications development for 1946 provides for similar treatment of main telegraph and telephone channels to Enugu as was provided for in 1945 to Kaduna. An automatic telephone exchange at Port Harcourt and more Workshops and Stores accommodation in Lagos is also provided for. It is also hoped that the stores, supply and staff situation will justify the overhead construction and reconstruction programme planned to follow.

## Labour

Early in the year, the Commissioner of Labour submitted to Government an extensive and comprehensive programme of development and re-organization for the Labour Department to which agreement in principle was given.

The approved establishment at the beginning of the year was one Commissioner of Labour, one Deputy Commissioner of Labour and seventeen Labour Officers but the actual establishment was, one Commissioner of Labour, one Deputy Commissioner of Labour and eight Labour Officers (including temporary staff). The development plan provided for forty-seven duty posts which would require a staff of sixty-one officers, that is forty-seven plus fourteen for relieving duties when officers were to proceed on vacation leave and it was proposed that twenty-two officers and the fourteen officers for relieving duties should be selected from the Administrative Service.

It was fully appreciated at the time that the staff required would not be readily available and that the speed of expansion of the Department would necessarily depend on the staff which could be obtained. It was also realized that labour itself was becoming increasingly conscious of its own importance and that demands for an expert and increased staff to deal with trade disputes would be made by the industrial minority of the population.

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Efforts were made to recruit suitable staff locally and the Ministry of Labour and National Service continued to give its generous support and assistance in the recruitment in the United Kingdom of staff for this country. Appointments were offered to candidates for the posts of Exchange Managers, Factory Inspectors, Trade Testers and one Staff Training Inspector but at the end of the year the services of one Exchange Manager and one Trade Tester only had been made available. Recruitment of staff in the United Kingdom is continuing and, as officers become available, it is hoped that the expansion and activities of the Department will increase.

Two of the African members of the Department and one of the staff of the Nigerian Railway who received Social Science Scholarships for courses of study in the United Kingdom returned to Nigeria at the end of the year and were posted to the Department as Assistant Labour Officers. Their courses of study included theoretical and practical work and it is hoped that that which they have received in the United Kingdom will prove of considerable value and have a real application in Nigeria generally and in the Labour Department in particular.

Shortage of European Staff continues to delay the training of African Assistant Labour Officers, but it is hoped that the return of the other members of the Department who are pursuing study courses in the United Kingdom will assist and facilitate the training of subordinate officers for positions of trust and responsibility in the department.

The Statistics and Intelligence Branch has continued to collect and classify from the information available, statistics relating to industry, employment and unemployment, wages and hours of work, cost of living, industrial accidents, industrial disputes, employers registers, workmen's compensation claims and the employment of ex-servicemen, and every effort has been made to keep the number of returns called for to a minimum.

The Labour Advisory Board for Lagos and the Colony published its report on the enquiry into the Tailoring Trade in July 1945, and next undertook to enquire into the rates of wages and conditions of service firstly, of drivers of commercial vehicles, and secondly, of all classes of persons employed in the motor industry (with the exception of those engaged in clerical work).

Recommendations were made by the Board to Government in connection with the first part of the enquiry:—

(a) for the maintenance of a reasonable standard of living and work for motor drivers, and

(b) for securing the maximum safety of all drivers of vehicles and users of the public highways.

The publication of this report is to be deferred until the second part of the enquiry is complete.



On the 31st May, 1945, the period of appointment of membership of the Board expired and a new Board, on which as formerly employers and employees are represented, was constituted and several of the former members, including the Chairman, were re-appointed.

The political and economic disturbances of July and August delayed the Board's investigations but as conditions became more settled the work of the Board was resumed.

Further activities in the Provinces in connection with Labour Advisory Board enquiries were precluded owing to shortage of staff but requests were received for the establishment of Boards to enquire:—

(a) in the Colony, into the conditions of employment in the Goldsmiths Trade,

(b) in the Western Provinces into:—

(i) the conditions of service and rates of wages of workers in the timber camps of the Ondo, Ijebu and Abeokuta Provinces,

and (ii) the conditions of service of motor drivers,

(c) in the Northern Provinces into:—

(i) the conditions of employment of motor drivers,

(ii) the conditions of labour of workers on the mines-field with a view to establishing a minimum wage and improved conditions of service for the workers.

Requests for an investigation into the conditions of labour on the river ports of the Northern Provinces and into the matter of housing of the labourers and tributers in the gold mining areas of Ife in the Western Provinces were also received but these requests, like those for formal Labour Advisory Boards could not be met in view of the shortage of staff in the Department. They will receive attention as the staff position improves.

The registration of industrial labour in Lagos was completed on the 31st January, 1945, with the exception of those young people just attaining the age of eighteen years who are normally resident in Lagos.

Since the Registration Bureau opened in December, 1943, 57,578 persons have been registered. 9,053 vacancies have been notified to the Exchange, of which 1,724 have subsequently been cancelled by employers, who have made their own arrangements to fill them, and 6,633 persons have been placed in employment. At the end of December, 1945, 5,508 un-employed persons were on the "Live Register" seeking employment, a decrease of 4,795 from the peak figure of 10,303 in January 1945.

The work of the Industrial Relations Branch has steadily grown as both employers and employees became increasingly aware of the advantages which accrue to them from accepting its

services. Shows of the branch progress.

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services. Shortage of staff placed heavy work on the officer in charge of the branch; despite this, however, there has been steady progress.

Ten industrial disputes occurred during the year. Two of them were outstanding from 1944 and were settled by arbitration: the one involving the Government Colliery at Enugu on August and the other the Locomotive Drivers of the Nigerian Railway which arose in December. Of the remaining eight, most had their origin in the same causes which gave rise to the general strike in June. None of the ten disputes can in themselves be said to have involved fundamental issues.

Ten new Trades Unions were registered during 1945 bringing the total number of Registered Unions to 108. Both the Department and the Trades Union Congress devoted their energies to promoting a clear association between unions covering similar trades or industries, but the geographical conditions of Nigeria inevitably make this a slow process.

The Workmen's Compensation Ordinance operated with increasing smoothness. Constant personal contact was maintained with an ever increasing stream of both employers and employees seeking advice and there has been a corresponding decrease in litigation.

The number of cases coming within the provisions of the Essential Works Order also fell considerably, and the removal from its scope of certain classes of employment at present included, is under consideration.

No important changes took place in wage rates although there were minor increases in a number of industries. The Cost of Living Index in Lagos, which, in October, 1943, had risen to 173.65 on the basis of 100 in September, 1939, fell to 161.30 in April, 1944, as a result of the introduction of the " Pullen Scheme ", but again rose steadily in the month of October, 1945, when it was 175.92.

A Committee to consider the question of the Cost of Living was set up in 1942 and since met at six-monthly intervals. The Committee directed an enquiry which formed the basis of the Index but there was an increasing conviction that the weightings upon which the calculations were based were insufficiently representative of the community as a whole.

Government offered its employees an increase of 20 per cent in Cost of Living Allowance as from the 1st of August, 1945, and the matter is now the subject of enquiry by a Commission set up by the Secretary of State.

The circulation of the departmental Quarterly Review increased steadily throughout the year despite the charge of 3d per copy placed on the subscribers. The publication of the June and



September issues was delayed owing to the strike but was finally made possible only through the very considerable assistance and co-operation of the Printing Department.

Owing to the shortage of staff, the outstation at Enugu was placed in the charge of an Assistant Labour Officer-in-training for the latter part of the year but the Department endeavoured to assist the Colliery Management and workers generally as necessary. The employees' organizations at the Colliery frequently demanded increases in pay and, as a result of an Arbitration Award, the payment by piece work was introduced for hewers and tubmen and seniority pay was also granted to those workers who had completed five years' service with the Colliery.

About one-fifth of the labour force at the Colliery was housed by the end of the year and further schemes for the housing of the entire labour force are proceeding.

Recruitment of labour for the Spanish Territories of the Gulf of Guinea, which was effected through the Recruiting Agency and the Labour Officer, Calabar, has shown a slight increase over the numbers recruited during 1944. The demands of the Spanish employers are however, considerably more than the numbers of workers available and suggestions have been made to the Spanish authorities that increased wages, more attractive conditions of service and a more expeditious settlement of the estates of deceased labourers might possibly provide an increased number of volunteer workers for the Spanish Territories. The Labour Officer stationed at Calabar visited Fernando Po during the year and the British Labour Officer, Fernando Po paid frequent visits to Calabar for an exchange of views with the Labour Officer and Administrative Officers. The Labour Officer Calabar also paid visits to the Cameroons on tours of inspection but the time at his disposal for such inspections was necessarily short owing to the weekly attestations of recruits who embark once a month for the Spanish Territories.

At the beginning of the year, it was proposed to establish outstations at Kaduna, Ibadan and the Cameroons. The office at Jos which was newly opened in 1944 to supervise labour matters on the minesfield was staffed by two Labour Officers, but one of these officers was later posted to resettlement duties on the Plateau.

The other officer paid frequent visits of inspection to the mining camps on the Plateau and, through helpful comment and constructive criticism, attempted to assist the mines management in the organization of their labour force and simultaneously to provide improved standards of living and conditions of service for the workers. It was proposed, during the year, to establish a Labour Advisory Board on the minesfield. Proceedings were also instituted for the declaration of the Plateau as a Labour Health Area. Discussions on the latter and the Labour Advisory

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Board were held with representatives of the Heads of the Government Departments concerned, the principal mining companies and representatives of the workers and negotiations are proceeding.

A Labour Officer was posted exclusively for duties as Area Re-settlement Officer Kaduna and generally the numbers of European and African Officers connected with Re-settlement increased considerably so that whilst there was only one European Officer on full time re-settlement duties at the beginning of the year this number had increased to fifteen European Officers and over one hundred clerks at the end of the period under review.

Visits of inspection were paid by Officers of the Department to Jos, Ibadan, Burutu, Sapele, Warri, Enugu, Calabar, Port Harcourt, Victoria and Ikorodu.

Nigeria still has some 65,000 men serving in the Army of whom approximately 45,000 are overseas. Troops have been demobilized at approximately 2,500 men per month. The military demobilization machine is capable of dealing with a maximum of 7,000 men per month and as soon as more shipping is available the rate of demobilization will probably be considerably increased. Every effort is being made to get the men back to their homes as soon as possible.

An Advisory Council was set up in Lagos consisting of equal numbers of employers' and employees' representatives. The Council's main function was to advise and assist the Commissioner of Labour in matters relating to the employment, undertaking of work on their own account or training of ex-servicemen generally and of disabled ex-servicemen in particular. Provincial Advisory Committees were also established to advise and report on any matter submitted to them for that purpose by the Advisory Council or by the Commissioner of Labour.

The first step to place ex-servicemen in paid employment was the enactment of the Employment of Ex-servicemen Ordinance which made it possible to compel each registered employer to fill vacancies from the ranks of ex-servicemen until he had reached his quota, which is, at present 5 per cent of the employer's establishment. This standard percentage can and will be raised progressively as desirable. The effect of this legislation quickly became noticeable. Whereas only a few hundred ex-servicemen had found paid employment by May 1945, six months later the number had risen to over 3,000 out of a total of 12,000 who had registered as requiring employment. The figures at the end of the year:— Registered for employment 14,502—obtained gainful employment 3,916.

Registration Centres for employers have been set up at Lagos, Kaduna, Ibadan, Enugu and Victoria and special employment exchanges for ex-servicemen were expanded in almost every Administrative Division in the country.



Government has negotiated the purchase from the Army of No. 1 Trade Training School at Enugu. It is hoped to open this training centre for suitable ex-servicemen shortly.

The following numbers in each trade will take part in each course of training which will last approximately six months:—

- |                                   |                                       |
|-----------------------------------|---------------------------------------|
| (a) 100 Carpenters.               | (d) 20 Painters.                      |
| (b) 60 Masons.                    | (e) 20 Electricians.                  |
| (c) 60 General and Motor Fitters. | (f) 20 Tinsmiths and<br>Coppersmiths. |

Artisans and craftsmen who wish to set up in private business will be assisted to obtain tools at the cheapest rate possible. A scheme has been devised for the purchase of tool kits from Army surplus Stores or from manufacturers by Government for resale to selected ex-servicemen through Native Authorities. In many cases men will be able to purchase these tools outright from their accumulated pay and allowances. In other cases credit facilities are required to pay for them on a hire purchase arrangement. In the latter cases Native Authorities will be prepared to provide credit facilities and will be responsible for the payment of the money.

While it is expected that the development schemes which are now under active consideration will eventually provide a large field of direct and indirect employment for ex-servicemen they are unlikely to do so for some time. Some steps must, therefore, be taken to cover the intermediate period before these schemes come into full operation and to this end approval has been given to the recruitment, supernumerary to establishment, of as many ex-service tradesmen as technical departments are able to provide employment for immediately or train with a view to ultimate absorption.

While every effort is being made and will continue to be made to place ex-servicemen in such vacancies as exist, and to create opportunities where possible for further employment, the fact must be faced that out of Nigeria's population of over 20 millions there are only some 300,000 wage earners and the economy of the country has not yet reached and will not reach for many years the stage where an additional 100,000 men can be absorbed into paid employment. Government's policy for ex-servicemen is "Back to the Land" for the majority and paid employment for the few who, on account of their technical abilities are more useful as artisans or who, for some reason, have no land to which they can return.

### Police

The Force has been considerably under-officered throughout the year and a number of important duty posts have remained unfilled on this account.

An intensive recruiting campaign and special steps taken at the training school at Enugu are gradually filling the vacancies

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for rank and file in the Southern Provinces, but the Force here is still considerably below the strength required.

In the Northern Provinces, recruiting has been temporarily suspended to permit reabsorption of those members of the Force—some 200—who volunteered for military service in 1940, and who are now being taken back, in accordance with the promise made to them at the time, in the ranks which they have since attained in the Army.

Provisional increases in establishment for the Colony, and certain of the Western and Northern Provinces are included in the 1946-47 estimates, and further increases throughout the country are bound to be necessary in future to keep pace with development.

The internal air service has made it possible to send personnel from the Criminal Investigation Department to investigate important cases in various parts of the country. They have already visited Kano, Maiduguri, Port Harcourt and Calabar by air and concluded cases with success in those areas. This mode of travelling opens up vast possibilities for the investigation of crime where speed in arriving at the scene is a most essential factor.

The technical apparatus in the laboratory of the Criminal Investigation Department has been brought up to a high standard and we now have up-to-date equipment, which enables us to deal with certain types of cases on proper forensic science lines—methods which are becoming increasingly necessary as crime becomes cleverer and more technical.

During the coming year an endeavour will be made to link up more police stations with the main telephone system. The need for prompt communication of information and reports in Police work needs no stressing. Means of communication are still a long way behind those needed by a Police Force required to control a country the size of Nigeria. Inter-wireless communication will become a necessity in the near future to maintain efficient co-operation between Provinces.

In anticipation of the crime wave which has already made its appearance in Europe and America, and other unsettling repercussions which will inevitably follow the conclusion of a world war upheaval, the Investigation and Special Branches of the Criminal Investigation Department are being expanded and reorganized, and additional accommodation for the larger staff is in course of construction.

With the possible availability of ammunition once more, annual musketry courses for the rank and file, and revolver courses for African and European Officers, have been resumed. Their former quasi-military character has, however, been revised and practices more suited to the requirements of a civil Police Force substituted.

Generally speaking, the average of crime has remained at a normal level, except in the case of murders.



Contrary to expectation there was a sharp drop in crime in the Northern Provinces, particularly in thefts and burglaries, but smuggling increased. In the Southern Provinces indications are that the anticipated increase has started, though crime under the main heads, except murder, has up to date been more or less normal. In the Colony (particularly in Lagos) and Western Provinces, there has been an epidemic of bicycle and clock stealing, due to lack of imports, shortage of spare parts, and strict control of these articles. A publicity campaign was started in the later months of the year with a view to enlisting the help and co-operation of the public in preventing such forms of crime. In the Colony also, while there has been a big increase in burglary, theft and housebreaking, there has been a substantial drop in wounding, serious assaults and offences against the person.

A Constable was murdered on the 13th of October, 1945, in the Ikot Ekpene Division of the Calabar Province while investigating the manufacture and sale of illicit liquor.

The ugly menace of an influential "Leopard Society", operating in the Abak and Opobo Divisions of the Calabar Province, has appeared again after a lapse of many years. As a result of Police investigations it would appear that between seventy and eighty persons have been murdered by members of this society during the year. The victims are destroyed with consummate skill, and the injuries inflicted are such as to give the impression that no human agency is involved. In a number of cases the Medical Officers' conclusions have been that death had been caused by a beast of prey, probably a large leopard. In a large number of cases, the deaths and burials were never reported at all. Extra police from adjoining areas have now been drafted in together with Criminal Investigation Department personnel including a European Officer sent down from Lagos by air. Full investigations are in progress and many arrests have been made for the undoubted murders during the year of persons whose deaths were, at the time, ascribed to wild beasts. Relatives of the victims were too terrified of the society's far-reaching powers to call in the Police.

Special endeavours have been made to give more time to assisting the various Native Authority Police Forces in the North to raise their standard of efficiency, and two European Police Officers have been specially seconded for this purpose to the Provinces of Kano and Katsina, Bauchi and Bornu.

Financial provision and arrangements have been made for the Customs and Excise Department to take over from the Police, as from the 1st April, 1946, the Eastern and Western Frontier Preventive Services, the functions of which more properly belong to the former Department. Non-arrival of personnel expected from the United Kingdom may, however, hold up the change-over for a few months.

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Great progress has been made towards improving the housing of the Force, particularly for the lower ranks. New enlarged quarters are springing up in almost every province, thanks to the control of a separate Temporary Buildings Vote being placed by Government in the hands of the Commissioner. A long term plan is actively in hand, and the rank and file are already showing signs of appreciation of what is being done to better their conditions.

There have been a few tribal disturbances; involving loss of life, in the Eastern Provinces, but they were promptly and satisfactorily dealt with by the Police.

Detailed plans for new training schools for the Northern and Southern Provinces at Kaduna and Ikeja respectively have been approved, and votes provided to enable preliminary work to be undertaken. This is proceeding.

A considerable increase in illegal gold mining and trafficking in raw gold in the Ife-Ilesha belt has necessitated a big increase in the Police in that area, and a full-time senior Police Officer is in charge of operations against those conducting these activities. Results are gratifying.

The branch of the Force known during the war as the Harbour Defence Unit, which did most valuable work in connection with shipping and security measures in the Lagos Harbour, has now been reduced in size and reorganized into a regular Harbour Police branch, which will work in close co-operation with the passport and immigration branches of the Force in peace-time control of shipping; passenger traffic; and protecting property on the waterfront.

Much has been done to improve the recreational facilities and amenities for the men during their off duty hours. Games and athletics continue to hold high place in promoting *esprit-de-corps* and in keeping men fit for their arduous duties, and all-Nigeria Police Sports were held again in Lagos in 1946 after a lapse of six years.

The details of the general strike in June, July and August 1945, are well known. Suffice it to say here that the Police, in carrying out their most arduous and often unpleasant duties, displayed commendable patience, tact and good humour. Their loyalty, in circumstances of peculiar difficulty, will remain, as a lasting credit to the Force. The brunt of the work fell on the Lagos Police who were particularly hard-pressed in view of the simultaneous difficulties arising out of the congestion at the Pullen Markets. No praise can be too high for the work done by all ranks and all branches of the Force in Lagos, and indeed throughout all the affected areas, during those strenuous days.

In 1943, my predecessor in his Budget Address said, "The Police . . . have a habit of getting on with the job and not saying much about it". This has continued to be their policy and it is felt that if it were possible to chronicle in detail even



The tempo of work in this department is always high and a tribute is paid to the way in which the staff, numbering approximately 400 men and women, responded to the demands made upon them.

The Kaduna Branch of the Government Printing Department, which has been under the supervision of an African Assistant Superintendent of Press, for the past two years, has given valuable help to the Northern Provinces Administration. As this Branch Press has always worked in the background, some brief reference to its work might be appreciated by the staff.

The granting of two scholarships to enable men to study printing at an English College of Technology was greatly appreciated as a practical gesture to help ambitious young men. A third man went from the Railway Press.

From time to time parties of young men and women from local colleges have paid visits to view the department during working hours. They were greatly interested in the various practical operations involved in the production of printing.

New Government Presses have been proposed for certain provincial centres, although it is not possible at present to give any definite date of opening in view of difficulties that may be experienced in obtaining trained staff and equipment.

Government has agreed to the purchase of new equipment which should enable this department to refit, either during 1946, or as soon as it is possible to obtain and instal the machinery ordered.

Local printers have been helped so far as possible during the year, with secondhand materials on repayment, that could be spared. Otherwise many of them would have been compelled to close down.

#### Administrator-General

The Revenue for 1943-44 was £6,243 5s 0d, that for 1944-45 was £8,840 9s 10d and from the 1st April this year to the 30th November, £4,445 8s 9d.

The Administrator-General performs the following duties in addition to those prescribed by the Administrator-General's Ordinance No. 14 of 1938.

1. Probate Registrar.
2. Public Trustee
3. Registrar of Trade Unions
4. Registrar of Business Names
5. Registrar of Companies
6. Official Receiver
7. Registrar of Bills Of Sale
8. Registrar of Patents
9. Registrar of Trade Marks
10. Commissioner of Stamp Duties.

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From the 1st January to the 30th November (the period covered by this Report) the administration of forty-one European estates (twenty-eight Civilians and thirteen Officials of Government) and 562 African estates was undertaken by the Administrator-General, as against ninety-six European estates (forty-five Civilians and fifty-one Officials of Government) and 412 African estates for the same period last year.

*Probate Registrar.*—The number of applications received during the period under review was 501 as against 465 for the same period last year.

*Public Trustee.*—The total number of Trusts under the Public Trustee is 190 as against 143 last year with 566 *cestui qui* trusts as against 562 last year.

The aggregate value of Trusts held up-to-date is £37,966 7s 7d as against £35,283 19s 11d for the same period last year thus showing an increase of £2,682 7s 8d over the figures for last year. All funds are invested in Government Securities.

The Public Trustee continues as usual to arrange for maintenance and education of minors and all bills for schooling, etc., are sent to this office and paid direct to the institutions and parties concerned.

*Registrar of Trade Unions.*—The total number of Trade Unions registered up to date is 100 as against ninety-one for last year. Twelve Trade Unions were registered during the period under review as against seven for the same period last year.

The number of applications advertised in the *Gazette* pending consideration is eleven. One Union was struck off the Register for failure to function according to the Trade Unions Ordinance.

*Registrar of Companies.*—During the period under review twenty-two companies were registered with a total share capital of £407,300 as against twelve companies with a total share capital of £351,000 for the same period last year.

The total number of Companies on the Register up to date is 286 with a nominal share capital of £3,323,992 6s 8d.

*Registrar of Business Names.*—The total number of Business Names registered during the period under review is 674 as against 458 for the same period last year, thus showing an increase of 216 Business Names.

The Office is at present temporarily housed at 20 Campbell Street, Lagos, pending the building of new premises on the site of the old office at 27 Broad Street, which has been approved in the current year's estimate. The temporary office at Campbell Street is commodious but has no fire-resisting room in which important files and other documents as well as articles of Sentimental value belonging to deceased persons can be kept.



## Legal

The shortage of qualified legal staff continued during the year and at times it became necessary to withdraw Crown Counsel from Kaduna and Ibadan and it has been found impossible at any time to station Crown Counsel at Enugu. It is hoped to re-open Kaduna in the near future.

This shortage of staff taken in conjunction with the greatly increased volume of work has imposed a strain upon the officers of the department which it is feared will continue until vacancies can be filled: at one period during the year there were only two legal officers in Lagos and one in Enugu, who had to perform not only the normal routine work, but to endeavour in addition to deal with that extra mass of legal work which commenced in 1939 and has since continued.

During the year seventy-three Ordinances were drafted and are now on the Statute Book, of which twenty-four were original, and forty-nine amending Ordinances: subsidiary legislation maintained the high output of previous years.

The original Ordinances included the final Bills necessary for the "Judicial Reform", which is now in full operation throughout Nigeria, comprising the Criminal Procedure Code, 1945; the Magistrates Courts (Civil Procedure) Ordinance, 1945; the Magistrates Courts (Appeals) Ordinance, 1945; the Sheriffs and Enforcement of Judgments and Orders Ordinance, 1945; and the Recovery of Premises Ordinance, 1945; these Ordinances complete the series of Ordinances which provide a uniform code for Nigeria.

Perhaps the most interesting of the other Ordinances is the Labour Code, 1945, which is based upon the most modern labour legislation and implements those conventions to which Nigeria is a party and may fairly be described as the most up-to-date labour code in colonial dependencies.

Four Ordinances forming part of the public health legislation are worthy of note, and comprise a new Pharmacy Ordinance, based upon the most recent legislation in other countries, the Yellow Fever and Infectious Disease (Immunisation) Ordinance under the provisions of which compulsory immunisation against yellow fever and declared infectious diseases may be effected. A Destruction of Mosquitoes Ordinance to provide for more effective control and the Private Hospitals Ordinance, which will enable proper standards of control, nursing and equipment to be enforced in private hospitals.

The Minerals Ordinance, to a great extent a consolidation of the existing law, contains one principle new to Nigeria, but of great importance requiring the restoration of land used for mining purposes, and this principle will be put into effect by means of covenants and conditions in mining instruments.

The Motor Vehicles (Third Party Insurance) Ordinance provides for compulsory third party insurance but the necessary



preliminary consideration of insurance rates will delay the coming into operation of the new law for some little time.

Provision has been made for the return of demobilized soldiers, whether or not disabled, their rehabilitation and absorption into employment in civil life in the Employment of Ex-Servicemen Ordinance, 1945, which has operated satisfactorily during the necessarily limited use to which it has been put.

### Judicial

Sir Donald Kingdon, K.C., Chief Justice, proceeded on leave on the 30th June, 1945, prior to retirement. Sir John Verity, Chief Justice, British Guiana, has been appointed as his successor. Sir John hopes to assume duty at the expiration of his present leave and may be expected here about the end of May next.

Mr Justice Francis and Mr Justice Waddington proceeded on leave prior to retirement; Mr Justice Jackson was transferred to the Gold Coast. Mr Justice Waddington's post has been filled. The other two have not; and mention should also be made of the vacancy caused by the death of Judge Butler-Lloyd. There are therefore three vacant Judgeships, which the Colonial Office has been asked to fill.

The vacancy caused by the death of the late Mr J. G. Mathison, Chief Registrar, has been filled by the appointment of Mr V. R. Bairamian, formerly Legal Assistant, Land and Survey Department, who had had previous experience as Chief Registrar in Cyprus. Mr Bairamian assumed duty on the 16th April, 1945.

Owing to a shortage of magisterial staff two stations, namely, Ikot Ekpene and the Colony District Court (Lisabi Hall, Ebute Metta) were closed down during the year under review, and their work re-distributed.

On the 1st of June last various Ordinances previously enacted were brought into operation. The Supreme Court and the Protectorate High Court were by the Supreme Court Ordinance, 1943, merged into one Supreme Court with jurisdiction throughout Nigeria. Likewise the distinction between Police Magistrates or Commissioners of the Supreme Court and Magistrates of the Protectorate was abolished, and the Magisterial System unified by the Magistrates' Courts Ordinance, 1943. At the same time a new Code of Civil Procedure for Magistrates' Courts was introduced by the Magistrates' Courts (Civil Procedure) Ordinance, 1945. Execution, both in the Supreme Court and the Magistrates' Courts, was put on a new footing by the Sheriffs and Enforcement of Judgments and Orders Ordinance, 1945. Appeals from Magistrates are now governed by the Magistrates' Courts (Appeals Ordinance), 1945. Mention should also be made of: The Evidence Ordinance, 1943; The Recovery of Premises Ordinance, 1945; and The Criminal Procedure Ordinance, 1945. All these Ordinances will, it is hoped, operate to improve the administration of justice.



The amalgamation of the old Supreme Court and High Court afforded an opportunity of regrading the judges. The four Senior Judges are now specifically designated as Senior, Second, Third and Fourth. Having regard to the duty of the Senior Puisne Judge to act for the Chief Justice during his not infrequent visits to the Gold Coast and Sierra Leone in connexion with the West African Court of Appeal, the Senior Puisne's salary was raised from £1,600 to £1,750, the other three judges mentioned above remaining at £1,600. The Protectorate High Court Judges, previously divided into Judges and Assistant Judges, have been unified into Puisne Judges of the new Supreme Court, with the result that the Assistant Judges who were previously at £1,200 have had their salaries raised to £1,400. The three vacant judgeships are in the posts of 3rd Puisne, 4th Puisne, and one unclassified Puisne.

There had been as stated above, another unclassified Puisne Judgeship to fill; but this was filled by the appointment of Mr S. B. Rhodes, C.B.E., a leading barrister in the Eastern Provinces and a nominated member of the Executive Council, who became a Puisne Judge on the 8th November last. His appointment adds one more African to the Judicial Bench of Nigeria.

### Public Relations

The work of the Public Relations Office has continued smoothly, but without any major developments throughout the year. The end of the war has necessarily brought about some changes in routine and plans are being formulated for the part the Office will play in the post war period. Interchange of news with the African Colonial Empire, the Union of South Africa and the United States has continued.

So far there has been no noticeable decrease in the amount of literature supplied by the Ministry of Information and British Information Services, New York, but the flow will diminish and it is hoped that the British Council may fill the gap of the future by assisting in keeping Reading Rooms well stocked with suitable literature.

The office's own publications remain the same. A newspaper for the Forces overseas is still produced and material compiled for the R.W.A.F.F. News published by General Headquarters, Accra.

Visual propaganda has been hampered by the lack of a Films Officer, but nevertheless the four cinema vans have been able to tour continuously and two regular cinema theatres have been established in Lagos for school children and the re-habilitation centre. The Ministry of Information has supplied a number of film strip projectors. These are proving exceptionally useful at educational establishments and for Native Authorities, especially on subjects as soil erosion; improved methods of agriculture; health and so on; the film strips being made from photographs taken in



Nigeria by the official photographer. There seems to be a great future for this method of presentation, which has the merit of being fairly cheap as opposed to the cine-film.

Progress in the establishment of Radio Diffusion Stations has been slow owing to lack of staff. Zaria Radio Diffusion Station was opened on the 1st of October, and it is hoped that Calabar will follow shortly. The recording of messages for broadcasting to the Forces overseas has continued smoothly. Cordial relations have been maintained with the B.B.C., Brazzaville, Leopoldville, and Accra broadcasting stations, and a good deal of interchange of news and listeners' views has taken place.

The cessation of British Official Wireless Press has caused a lacuna in the supply of straight news from the United Kingdom and the rest of the world. Its substitute, the London Press Service, consisting as it does of 'feature' material does not supply Nigeria's need, but this service is not prepared to compete with commercial newsagencies.

Even with only one Process Engraver instead of two, this section has made considerable strides. Production has quadrupled in 1945 as against 1944. Commercial work continues on the upgrade and Departments are beginning to appreciate the value of illustrations and are taking advantage of this unique service, the only one on the West Coast of Africa.

### Conclusion

In making an acknowledgment of the devoted work of all branches of the Public Service I should like to free the tribute from any trace of the conventional. I am deeply conscious of the additional work and responsibility which has been thrown upon an increasingly under-staffed and tired Service. They have responded readily to the call. The year has seen the end of the War on all fronts, but the havoc of War remains and the strain of readjustment to the needs of Peace is no less than that of the War itself. There is some hope that the recruitment of new staff and the steady industrial recovery of Europe will ease the local burden and increase the flow of imports during the coming year. Every month now brings back thousands of Nigerian soldiers from the War areas. We welcome them home and we wish them a happy return to civilian life. It is a first duty of Government to try and make such return easy for those who have taken so notable a part in the fight for world freedom. Their experience of other countries and their broadened outlook should enable them to make a contribution no less valuable to the future progress and development of Nigeria.

A. F. RICHARDS,  
*Governor*

Lagos,  
18th March, 1946.