



THE  
COLONIAL TERRITORIES  
(1948-1949)

*Presented by the Secretary of State for the Colonies to Parliament  
by Command of His Majesty  
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## DIARY OF SOME EVENTS OF COLONIAL INTEREST, 1948-49

- APRIL, 1948 ... .. First meeting of the East African Central Assembly. The Parliamentary Under-Secretary of State was present and addressed the Assembly.
- H.M. the Queen graciously approved the conferment on the Colonial Nursing Service of the title Queen Elizabeth's Colonial Nursing Service.
- Statement of policy by His Majesty's Government regarding the financial settlements (including war damage) with the Far Eastern Colonial Governments.
- Announcement that His Majesty's Government would, on certain conditions and subject to Parliamentary approval, make a contribution up to £300,000 towards expenditure on food subsidies in Malta for the financial year 1948-49.
- Inaugural meeting of the Singapore Legislative Council.
- Fourth African Unofficial Member appointed to Tanganyika Legislative Council.
- Arrival in Nairobi of mission to advise on rice cultivation in East and Central Africa.
- Palestine Bill received Royal Assent.
- Mr. Gerald Reece appointed Governor of British Somaliland when civil government is resumed; Mr. R. D. H. Arundell, Governor of the Windward Islands.
- MAY ... .. Meeting of the Provisional Council of the Red Locust Control Organisation in Salisbury, Southern Rhodesia.
- Kenya and Uganda Railways and Harbours and Tanganyika Railways and Port Service amalgamated into East African Railways and Harbours Administration with effect from the 1st May.
- The Minister of Food visited the groundnut area in Tanganyika.
- Posts of Special Commissioner in South-East Asia and Governor-General, Malaya, amalgamated. The Rt. Hon. Malcolm MacDonald, P.C., took over the functions of both as Commissioner-General for the United Kingdom in South-East Asia.
- Report of the Commission on University Education in Malaya (Col. No. 229) recommended that a university be established forthwith.
- Proposals for new constitution laid before Consultative Assembly, Cyprus.
- British mandate in Palestine ended on the 15th May.
- Sir Hubert Rance appointed Chairman of the British Caribbean Standing Closer Association Committee. He also succeeded Sir John Macpherson as British Co-Chairman and head of the British National Section of the Caribbean Commission, and as Chairman of the Development and Welfare Organization.
- Trinidad Constitution Reforms Committee submitted its report.
- First meeting of the South Pacific Commission, Sydney.
- Administrative control of the Falkland Islands Dependencies Survey transferred from the Colonial Office to the Governor of the Falkland Islands.
- JUNE ... .. The Trusteeship Council of the United Nations opened its Third Session in New York.
- Fifth Report of the Select Committee on Estimates (1947-48) on colonial development published.
- Anglo-French and Anglo-Belgian Conferences on economic co-operation in London.
- Conference on scientific information services held by the Royal Society in London.
- Report of Commission on salaries and conditions of service of the Civil Services of Northern Rhodesia and Nyasaland published (Col. No. 222).
- Kenya Legislative Council met for the first time with an unofficial majority.

JUNE—(contd.)

Moslem Institute of Higher Education established at Mombasa.

Outbreak of bandit violence in Federation of Malaya. Emergency regulations introduced in the Federation and in Singapore.

Third Session of the United Nations Economic Commission for Asia and the Far East, of which Hong Kong and the group of British Territories in Malaya and Borneo are Associate Members.

Sir Gerald Hawkesworth, Governor of British Honduras, resigned on the grounds of ill-health.

Commission of Enquiry into sugar industry in Trinidad, Antigua, and St. Kitts appointed.

Fire destroyed the greater part of Castries, capital of St. Lucia, Windward Islands.

His Majesty's Government made a free gift of Fiji of £2 million spent on the Colony's defence during the war.

JULY ... ..

Conference on civil engineering problems in the Colonies held by the Institution of Civil Engineers in London.

Commonwealth Entomological Conference in London.

Commonwealth Mycological Conference in London.

Congress of Universities of the Commonwealth, Oxford.

Colonial Microbiological Research Institute opened at Port of Spain, Trinidad, by Lord Hankey, Chairman of the Colonial Products Research Council.

Sir Edward Gent, High Commissioner of the Federation of Malaya, killed in an air accident while on his way to the United Kingdom for consultations with the Secretary of State.

Report on technical education and vocational training in East Africa published by the East Africa High Commission.

Report of the Commission on the Civil Services of Kenya, Tanganyika, Uganda, and Zanzibar, 1947-48, published (Col. No. 223).

Delegation from Northern Rhodesia discussed constitutional changes with the Secretary of State.

Plans of Uganda hydro-electric scheme, prepared by two firms of consulting engineers, published by the Uganda Government.

Communist Party outlawed in Federation of Malaya and Singapore.

The Secretary of State approved the allocation of a grant of £1 million from Colonial Development and Welfare Funds towards the cost of the new University of Malaya.

Mr. A. H. Poynton appointed Joint Deputy Under-Secretary of State for the Colonies in succession to Sir S. Caine, transferred to the Treasury.

Preliminary Anglo-French-Belgian discussions with regard to setting up a Provisional Organisation for the control of the migratory Locust on the Niger.

AUGUST ... ..

International Conference in London to discuss the prevention of the spread of plant diseases in Africa.

International Youth Conference in London.

Report on Colonial Research during 1947-48 published (Cmd. 7493)

Colonial Office memorandum on information on non-self-governing territories published.

Colonial Service African Summer Conference at Cambridge.

Phyto-Sanitary Conference between the United Kingdom, France, Belgium, Portugal, and the African Colonies, and the Union of South Africa and Southern Rhodesia, in London.

Mission appointed to study mechanisation of African agriculture.

Visit of United Nations Trusteeship Council Mission to Tanganyika.

## AUGUST—(contd.)

The Parliamentary Under-Secretary of State visited West Africa.

Report of the Commission of Enquiry into the disturbances in the Gold Coast published, together with a statement by His Majesty's Government (Col. Nos. 231 and 232).

Conference of British Administrators in the Far East opened at Singapore.

Report on the possibilities of growing cocoa in Malaya, Sarawak, and North Borneo published (Col. No. 230).

Cyprus Consultative Assembly dissolved after failing to reach agreement on a new constitution.

Bahamas Airways sold to British South American Airways. General elections in Mauritius.

Mr. G. A. Atkinson appointed by Department of Scientific and Industrial Research as Colonial Liaison Officer on Building Research.

## SEPTEMBER ... ..

United Nations Special Committee on the supply of information from non-self-governing territories, in Geneva.

Dock strike in Zanzibar, which had developed into a general strike, ended after the appointment of a Labour Conciliation Committee and a Price Control Committee.

The Secretary of State announced that £1,500,000 had been approved as a grant for capital expenditure on the University College, Ibadan, Nigeria.

The Commission appointed by the Nigerian Government recommended an increased pace of training for Africans for senior posts in the Civil Service.

Mission appointed to enquire into the livestock industry in Nigeria and the Cameroons.

White paper containing proposals for meeting war risks insurance and war damage claims published in the Federation of Malaya.

The Minister of State visited Gibraltar to discuss constitutional changes.

Sir Maurice Holmes appointed Chairman of the Commission on the Unification of the Public Services of the Caribbean Colonies.

Report published on the disturbances in Aden in December, 1947 (Col. No. 233).

Report of Mauritius Economic Commission, 1947-48, published by the Government of Mauritius, made recommendations for developing the sugar industry.

Sir Henry Gurney appointed High Commissioner for the Federation of Malaya.

Mr. R. H. Garvey appointed Governor of British Honduras.

## OCTOBER ... ..

Mr. Grantley Adams of Barbados served as an additional United Kingdom delegate in the Fourth Committee on Trusteeship and Non-Self-Governing Territories of the United Nations General Assembly.

Rinderpest Conference held in Nairobi under British, French, and Belgian auspices, followed by Food and Agriculture Organization Technical Conference on Rinderpest, also in Nairobi.

Conference of Unofficial Members of African Legislative Councils held in London.

Desert Locust Survey in East Africa began work on the 1st October.

Federation of Malaya, Singapore, and Hong Kong represented at Asiatic Regional Conference on labour inspection organized by the International Labour Office in Ceylon.

Second Session of the South Pacific Commission. Mr. W. D. Forsyth appointed Secretary-General and Mr. H. E. Maude Deputy Secretary-General.

- OCTOBER—(contd.)
- Commission appointed by the Governor of the Bahamas to enquire into public establishments and conditions of service.
  - Commission of Enquiry appointed to investigate sugar industry in British Guiana.
  - Mr. W. C. Johnson appointed Police Adviser to the Secretary of State for the Colonies.
- NOVEMBER ... ..
- Colonial Stock Bill received third reading in the House of Lords.
  - Decision to grant permanent or short service King's Commissions to West Africans in the West African land forces with the same powers as European officers.
  - Soil Usage Conference between the United Kingdom, France, Belgium, and Portugal and the African Colonies, and the Union of South Africa and Southern Rhodesia, held at Goma, Belgian Congo.
  - The General Assembly of the United Nations completed its discussions on the reports of the Trusteeship Council and of the Special Committee.
  - Resumption of civil government in British Somaliland.
  - Secretary of State visited West Africa, where he presided over the West African Council and performed the inauguration ceremony on the site of the University College, Ibadan, Nigeria.
  - Colonial Development Corporation announced a scheme for coarse grain cultivation and chicken farming in the Gambia.
  - Mr. Justice Coussey appointed Chairman of the Constitutional Committee recommended by the Commission on the disturbances in the Gold Coast.
  - First elections to the autonomous Freetown Town Council held under the new Freetown Municipality Ordinance.
  - Fourth Session of the Economic Commission for Asia and the Far East opened at Lapstone, Australia, on the 29th November.
  - The report of the Advisory Mission on trade unionism in the Federation of Malaya and Singapore (Mr. S. S. Awbery, M.P., and Mr. F. W. Dalley), published in those territories. (Published in the United Kingdom in April as Col. No. 234.)
  - Announcement of successful use of chloromycetin against scrub typhus in the Federation of Malaya, as the result of experiments by a United States medical team.
  - British Guiana and British Honduras Settlement Commission Report published (Cmd. 7533).
  - Trinidad raised £3 million Development Loan on the London market.
  - Dr. E. D. Pridie appointed Chief Medical Officer to the Secretary of State.
- DECEMBER ... ..
- Publication of memorandum by the Colonial Office in reply to the Fifth Report of the Select Committee on the Estimates, 1947-48, on colonial development included in the First Report of the Select Committee on the Estimates, 1948-49 (H.C. 25).
  - Announcement of discovery of a new drug, Antrycide, for use against trypanosomiasis in cattle.
  - First Sierra Leone elected member of the Legislative Council, Mr. Otto During, appointed to the Executive Council.
  - Agreement between His Majesty's Government and the British Broadcasting Corporation on broadcasting in the Far East published (Cmd. 7584).
  - Announcement of financial settlement, including provision for war damage, with Sarawak, North Borneo, and Brunei.



- DECEMBER—(contd.) Mr. W. C. Johnson, Police Adviser, visited Cyprus.  
Mauritius began large-scale campaign for the eradication of the malarial mosquito.
- JANUARY, 1949 ... Opening of the Trusteeship Council's Fourth Session.  
Preliminary conference between the United Kingdom, France, Belgium, Portugal, the Union of South Africa, and Southern Rhodesia in Paris to draw up the agenda for a conference on Indigenous Rural Economy in Africa.  
Conference at Colonial Office to discuss transport problems in East Africa.  
First meeting of the East African Advisory Council on Agriculture, Animal Health, and Forestry.  
Nyasaland Legislative Council increased by one Asian and two African members, and three official members.  
International Commission of three scientists reported on swollen shoot disease of cocoa in the Gold Coast (Col. No. 236).  
Report of the Livestock Mission to Nigeria published.  
University College of the West Indies granted a Royal Charter. H.M. The King to be Visitor and H.R.H. Princess Alice, Countess of Athlone, to be Chancellor.  
Committee appointed by Jamaica House of Representatives to make proposals for constitutional revision.  
New constitution for Trinidad announced.
- FEBRUARY ... ... Conference of International Scientific Committee for Trypanosomiasis Research at Colonial Office.  
Agreement of Egyptian Government to participate in the Nile Waters projects.  
Arbitration on financial settlement between the Crown and the British North Borneo Company on the transfer of North Borneo to the Crown concluded with the award of £1,400,000 to the Company.  
Representatives of the United Kingdom, Canadian, and West Indian Governments met in Barbados for an informal exchange of views on future shipping services.  
Lord Winster resigned the office of Governor of Cyprus.  
Sir Hilary Blood nominated as Governor of Mauritius.  
Mr. J. Fletcher-Cooke appointed Counsellor (Colonial Affairs) with the United Kingdom's Permanent Delegation to the United Nations in New York.
- MARCH ... ... Colonial Naval Defence Bill received the Royal Assent.  
Meeting of the Committee of the whole of the United Nations Economic Commission for Asia and the Far East.  
Scientific and technical sides of Imperial Institute taken over by the Colonial Office; to be financed from Colonial Development and Welfare funds.  
Publication of Second Report of Colonial Primary Products Committee (Col. No. 238).  
Publication of Report on Production of Fish in the Colonial Empire (Col. No. 237).  
Publication of the African Labour Efficiency Survey (Colonial Research Publication No. 3).  
His Majesty's Government proposed asking for Parliamentary authority to provide the Federation of Malaya with £5 million towards expenditure on internal security, and a further £1 million for the cost of Imperial forces in Malaya.  
Federal Legislative Council of the Federation of Malaya passed Bill to raise a loan of \$100 million (Straits) partly locally and partly in the United Kingdom.  
Second Session of the British Caribbean Standing Closer Association Committee.  
Report of the Commission appointed by the Governor of Trinidad to enquire into the sugar industry published in the Colony.

MARCH—(contd.)

Inauguration of Falkland Islands Legislative Council under the new constitution.  
The Discovery Committee handed over its work to the new National Institute of Oceanography.  
Sir William Battershill, Governor of Tanganyika, resigned owing to ill-health.

APRIL . . . . .

Secretary of State visited Central Africa.  
Announcement that the Secretary of State approved the introduction of adult suffrage in the Leeward and Windward Islands subject to a simple literacy test.  
Sir Edward Twining appointed Governor of Tanganyika.

**PART I****A GENERAL SURVEY**

1. During 1948-49 the territories of the Colonial Empire for the most part continued along the path of steady development. The year was characterised perhaps less by new developments than by the working out of plans already agreed in principle and now beginning to be put into the operational stage. It is of course too early yet to look for substantial advances as the result of long-term plans whose formulation did not begin before 1945 ; their full effect, particularly from the economic point of view, will still not be felt for some time, and the pace at which they are taking shape is limited by shortages of various kinds, especially of steel and heavy equipment and of skilled personnel. However, during the year every effort was made to procure a greater flow of both capital and consumer goods, and much progress was made. Colonial prosperity is very closely linked with that of Great Britain and indeed of the whole western world ; and the degree of recovery achieved in Europe cannot but be reflected in the overseas territories.

2. The picture of general progress was marred in certain regions by disappointing setbacks—the outbreak of violence in the Federation of Malaya, the failure of the constitutional discussions in Cyprus, the continuance of “swollen shoot” disease among the cocoa trees of the Gold Coast ; but some notable achievements can be set against them. The Report tells of a number of constitutional changes, all in the direction of greater responsibility for the peoples ; of the inauguration of three new university colleges within the Colonial Empire ; of great steps forward in the battles against the tsetse-fly and the malarial mosquito ; and of an important conference in London of unofficial members of the Legislative Councils of the African territories, marking a new development in the relations between the United Kingdom and the peoples of Africa.

**The Pattern of Progress**

3. If the stress in this Report is more on economic than on social and political progress, that is not evidence of a preoccupation with the Colonies' contribution to British recovery at the expense of consideration of their own problems. To represent the present drive for Colonial development as “a new phase in an old exploitation” is a false assertion based on a false assumption ; on the contrary, current trends in Colonial development represent an essential stage without which lasting social and political development would be impossible. A dependency is no different from any other country in this, that in the long run its living standards must be those it can pay for. It would be most unfortunate if programmes of social improvement have to be abandoned later because of lack of the means to maintain them ; to saddle the Colonial territories with a string of schools without teachers, hospitals without doctors, and housing estates without roofs. The aim is therefore to ensure a proper balance, so that the development of social services is not out of line with the economic progress.

4. In the political sphere, too, the same thing applies. Progress towards responsible government is only realistic if it is accompanied by parallel economic advances. “It would be no act of generosity”—so a British delegate, a member of the Colonial Office, expressed it at the General Assembly of the United Nations in 1947—“to cast these territories on the world with inadequate economic and financial resources and expect them

to struggle along by themselves. All that would happen is that they would come under the political, economic, and possibly even the military subjection of some other country, probably far less liberal than Great Britain."

5. What has become increasingly clear throughout the year under review is the mutual interest which the Colonial Empire and Great Britain have in one another's prosperity. Indeed, the whole western world stands to profit from the development of the Colonies, and the Colonies in turn from the recovery of the West. The Colonial Empire produces foodstuffs and raw materials which the western nations need. The more of them they can export, the more money they will earn with which to purchase consumer goods, improve their social services, and further expand their production through the provision of better or more extensive basic services—roads and railways, water and power supplies, irrigation schemes, and so on. With the rise in Colonial living standards comes a further advantage to the western countries, in the stimulus given to the Colonial markets for their manufactured goods. The importance of this two-way relationship was recognised when provision was made in the Economic Co-operation Agreement between the U.S.A. and the United Kingdom for the extension of "Marshall Aid" to the Colonial Governments.

### **Economic Background**

6. It may here be helpful to sketch the general economic background, in so far as it applies to the Colonial Empire as a whole. Of fundamental importance is the part played by the "little man". In the greater number of territories the bulk of the people are peasant farmers. Even when they do not contribute cash earnings to their countries' wealth, they are of very great importance because they grow the greater part of their own food; but many of them grow a "cash crop" as well as their food crop. For a number of reasons, not the least of which is simply the physical limitations of one man and his family armed with only the crudest of implements, there are limits to the extent to which they can expand production of their cash crops; nevertheless it is from their farms, seldom more than two or three acres in extent, that the greater part of the Colonies' agricultural produce comes. Apart from their indispensable contribution to local food supplies, they account for most of the Colonial Empire's exports of cocoa, cotton, oilseeds and other products, as well as a substantial proportion of the produce which we perhaps more readily think of as being grown on plantations—rubber (a third of Malayan production), coffee, sugar, etc.

7. Complementary to this peasant agriculture are the enterprises founded and operated by non-indigenous peoples: plantations under European, Indian, and Chinese management, and the mining and timber industries which call for finance, equipment, and skill at present beyond the capacity of the local peoples to provide. Built up in comparatively recent times, these undertakings in some cases account for the major part of the territories' revenues; yet although large numbers abandoned peasant agriculture completely to work in mines and on estates, the agrarian populations are still in a big majority.

8. The growth of industry in the Colonial territories is generally limited by lack of natural fuel resources and the comparative absence of skilled and semi-skilled manpower. It is a part of policy to encourage suitable secondary industries, especially those concerned with the processing of locally-produced raw materials; their existence creates a more diversified economy, and adds to the earning-power of the people. Examples of such industries are the processing and canning of foodstuffs; the manufacture of soap, cigarettes,

and matches ; sawmills and plywood mills, which save the extremely wasteful export of timber in the round ; the weaving and dyeing of textiles ; and other light manufactures. The development of hydro-electric power, plans for which exist in a few territories, should open the way to an expansion of industrial undertakings, while a general rise in standards of education and in particular of technical education should make for a more plentiful supply of operatives.

9. Against this background, then, of mainly peasant peoples in lands not fully developed, it is evident that increased production depends not only on schemes directly designed to grow more crops or extract more minerals, but also on the provision of the essential basic services. It is no less evident that economic progress is closely linked to social development ; and indeed the two cannot be separated, for only healthy and enlightened peoples can bring to their work a full measure of vigour, intelligence, and initiative.

### **The Year's Economic Progress**

10. Part II of this Report deals fully with the main trends of economic policy in the past year and with the developments in agriculture, industry, mining, finance, trade, and other fields of economic endeavour.

11. Production in the Colonial Empire in 1948-9 was expanded by comparison with the preceding year. The index of Colonial exports (based on the exports of a number of the principal agricultural, animal, forest, and mineral products) was 151, as compared with a figure of 118 in 1936. During the year the Colonial Empire contributed 9.7 per cent. by value of the total of the United Kingdom's imports, as compared with 5.3 per cent. ten years ago. Dollar earnings from Colonial exports rose substantially during the year, and the Colonial Empire considered as a whole now has a fairly large favourable balance of trade with the dollar countries.

12. The second report of the Colonial Primary Products Committee was published in March, 1949.\* It dealt with a wide range of agricultural and forest products—oilseeds, starch, essential oils, timber, tanning materials, and tobacco—indicating where Colonial production should be stimulated and where discouraged. At the same time a Report on the Production of Fish in the Colonial Empire was published.†

13. Supplies of consumer goods to the Colonial territories have been very much more abundant during the past year. Cotton cloth and piece-goods, for which there is an insistent demand, were considerably more plentiful. Capital goods were also in better supply though some shortages are still holding up development in the territories. Steel supplies were the object of special review, as a result of which it was decided to make a separate export allocation from United Kingdom supplies for export to the Colonial Empire. This allocation has been increased as rapidly as possible, and by the end of the year under review provided for certain important types of steel to be exported from the United Kingdom to the Colonies at twice the rate at which they were being exported at the time when the review was undertaken.

14. During the year Economic Liaison Officers were appointed to each of the major Colonial regions, which they frequently visit, and thus assist an understanding at home and overseas of the factors affecting economic progress in the Colonial territories. They also assist in obtaining supplies for Colonial Governments.

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\* Col. No. 238.

† Col. No. 237.

15. Most Colonial Governments have maintained a healthy financial condition in spite of great difficulty, with increasing expenditure and higher costs. Their reserves in most cases have been maintained and their sterling assets, now totalling some £610 million, have slightly increased. Of this amount nearly £90 million is in Dominion and Colonial securities.

16. Development Plans of 21 territories have now been approved, involving a total expenditure of some £200 million during the period ending in 1956; of this sum £64 million will be provided under the Colonial Development and Welfare Vote. A table of the Development Plans is at Appendix IIIA, with an analysis of proposed expenditure at Appendix IIIB.

17. The allocation of funds for research and enquiry has been greater this year, and the actual expenditure on schemes continues to increase. On schemes endorsed in the past year not less than £1,500,000 will be required from monies provided under the Colonial Development and Welfare Act. Information regarding the schemes for which these funds are required is given in Chapter VI of this Report.

18. The work of the topographical and geological surveys, on which so much long-term planning depends, has made steady progress. It is hoped to secure through the Economic Co-operation Administration a number of American geologists, surveyors, and engineers to help in this work. During the past two years 380,000 square miles have been photographed from the air, and 50,000 square miles mapped.

#### **Expansion of Social Services**

19. The pace of development of the social services in the Colonial territories is limited by several factors, not the least of which is the general shortage of trained staffs. Moreover, few territories dispose of sufficient funds to pay the salaries of the full number of teachers and doctors which their peoples need. None the less, noteworthy progress was made in several fields during the year under review, and it was gratifying to see some of the more far-reaching of the Colonial Development and Welfare schemes beginning to take shape as concrete realities.

20. One of the most remarkable achievements has been in the field of *higher education*. The University College, Ibadan, Nigeria, was inaugurated in November, 1948, the Secretary of State for the Colonies cutting the first sod on the site of the proposed new buildings. In January, 1949, the University College of the West Indies received its charter; His Majesty The King has accepted the office of Visitor, and Princess Alice, Countess of Athlone, has consented to become the first Chancellor. In both of these new foundations studies have already begun in temporary buildings. The University College of the Gold Coast was officially inaugurated in October, 1948. Studies are proceeding at Achimota until permanent accommodation is available on the Legon Hill site. Legislation has been enacted in the Federation of Malaya and the Colony of Singapore to create a University of Malaya. In East Africa, Makerere College in Uganda has not yet attained the status of a university college, but plans to that end are in hand.

21. There has been satisfactory expansion in *primary and secondary education*, as well as in *technical education*, within the limits imposed by financial considerations and the continued need for more trained staff. For instance, Nigeria has made outstanding progress, especially in the Northern Provinces, formerly rather behind the rest of the country. In the Federation of Malaya enrolment in schools at the end of 1948 totalled 510,000, nearly

double the pre-war peak figure of 263,000 reached in December, 1941; while in Singapore enrolments were 101,000 in 1948, compared with 72,000 in December, 1941. In Sarawak, where education has in the past been virtually confined to the Malay and Chinese communities, there has been a great quickening in the demand for schools by the Dyaks and other native peoples; the number of their schools has risen from 279 to 364 in the past two years.

22. An interesting development in mass education is the training by the staff of the Colonial Film Unit of African technicians to make their own educational films. Many new schemes for literacy and community education are in hand in many African territories under the auspices of Governments, missions, and voluntary agencies.

23. Colonial students in Great Britain and Eire, at universities and technical colleges and on courses of instruction, now number more than 3,400, many of whom hold scholarships under Colonial Government and Colonial Development and Welfare training schemes. The number of Liaison Officers at the Colonial Office to look after their interests has been increased to 11.

24. There have been some important achievements in the *medical and health services*. Cyprus has been entirely cleared of the malarial mosquito; not one new infection was reported during 1948. A similar campaign has been launched in Mauritius. In the Federation of Malaya, a team of American doctors have successfully tried out a new drug, chloromycetin, which reduces scrub-typhus to "a trivial risk".

25. The post-war figures for maternal and infant mortality in Hong Kong and Singapore show spectacular declines. In Hong Kong the infant mortality rate in 1948 dropped to 104.7 compared with 327 in 1940 and 617 in 1931; the maternal mortality rate in 1948 was also a low record at 1.5, and the general confidence of the population in the maternity services is evident from the fact that 97.7 per cent. of the births recorded in 1948 were attended by a regular midwife. In Singapore, too, the figures were the lowest on record, with the infant mortality rate at 80.79 (compared with 191.30 in 1931), and the maternal mortality rate at 2.4.

26. Building programmes for new or extended hospital accommodation are under way in many territories. Shortage of staff is still a serious problem; but the medical faculties were opened during the year in the new University Colleges in the West Indies and Nigeria, and these, together with the Medical Schools in Singapore and Hong Kong, will, in time, provide a valuable flow of doctors. Shortage of funds, however, will certainly limit the supply of doctors to far below what is needed for many years to come; this is a clear example of a social service that depends directly on economic development.

27. *Housing and town planning* schemes have had to proceed at a pace dictated by the availability of building materials and of trained staffs. In August, 1949, Mr. G. A. Atkinson was appointed by the Department of Scientific and Industrial Research to be Colonial Liaison Officer on Building Research. In Singapore, which has acute housing problems, the Government is considering setting up a Housing and Town Planning Authority; one possible solution to the problem that has been suggested lies in the creation of a number of "satellite towns." Town Planning Officers have been appointed by the Governments of Uganda and Trinidad (where there has been good progress in slum clearance), and of Fiji. A new plan has been prepared for the rebuilding of Castries, capital of St. Lucia, destroyed by a disastrous fire in June, 1948. His Majesty's Government made a contribution of £35,000 towards immediate relief of distress in Castries, which is to be rebuilt on the

basis of a modern sewerage and water system, the cost of which is to be met by loans raised in St. Lucia. His Majesty's Government will contribute towards the rebuilding, which is likely to cost nearly £1 million.

28. The Secretary of State's Social Welfare Adviser, Mr. W. H. Chinn, toured the Far East during 1948 and West Africa early in 1949. Among interesting developments have been extensions of the probation system in several territories. Singapore now has 25 children's feeding centres run by voluntary workers of all races in the Colony.

29. *Labour* Departments have in general been able to resolve disputes by conciliation, though in a few instances the disputes were settled by Arbitration Tribunals or by Commissions of Enquiry. Reference is made in Chapter V to the major strikes which occurred during the year. The Secretary of State's Principal Labour Adviser visited West Africa; one of the two Assistant Advisers paid a visit to the groundnut areas in Tanganyika, and the other toured East Africa and Mauritius.

### **Political Developments**

30. Last year it was possible to report with gratification the transfer to the people of Ceylon of full responsibility for their own government. The year under review also saw the laying-down of a responsibility, but in very much less happy circumstances, when on the 15th May, 1948, the British mandate in Palestine was terminated.

31. In the Federation of Malaya the work of rehabilitation and reconstruction received a sad setback when, in June, 1948, a small number of Communist-inspired bandits launched a campaign of armed violence. The dissidents are nearly all Chinese aliens, and probably do not number more than 5,000—one in a thousand of the population; but they are well armed, and the jungle is their ally. Most of their victims have been from among their fellow-countrymen; of 395 civilian casualties recorded up to the end of April, 1949, 268 were Chinese, 62 Malays, 27 Europeans, and 20 Indians. Military casualties totalled 200, of whom 118 were Malays and 44 Europeans. The police force in the Federation of Malaya has been increased to 14,000 regular police and 32,000 specials, while Malay "kampong guards" protect the villages. British naval, military, and air forces and Malay and Gurkha troops are co-operating, and though the situation is still serious, solid progress has been made. Despite the strain put upon it in the first year of its operation, the new constitution of the Federation is working effectively, and the recovery of Malaya's valuable industries, which include some of the biggest dollar-earners in the British Commonwealth, has made good headway.

32. Political development in Cyprus received a check when, following the resignation of seven members of the Consultative Assembly which has been discussing the form of a new constitution, it was decided that negotiations could no longer proceed. The proposals put forward by His Majesty's Government were not however withdrawn, and the constitutional question can be reopened whenever the Cypriots desire it.

33. Amendments to the constitutions of a number of territories have been made, and in some cases important developments in political practice have occurred. Such developments have been made in Northern Rhodesia, Barbados, and Seychelles. New constitutions have been granted in Trinidad, North Borneo, and the Falkland Islands, while revisions are still being studied in Sierra Leone. African and Asian representation has been broadened in the Legislative Council of Nyasaland. Gibraltar is to have a Legislature in addition to the existing City Council.



34. In November, 1948, the Somaliland Protectorate reverted from military to civil control. The Military Governor, Mr. Gerald Reece, C.B.E., became Civil Governor, and administers the country with the aid of an Advisory Council. The Governor hopes to establish District Councils, which will be given increasing responsibilities.

35. Steady progress with local government has been made during the year. Its importance in creating a deepening sense of responsibility and social service in a community cannot be over-estimated. It affords an excellent training in political practice and public finance. A scheme to create local councils in the Eastern Provinces of Nigeria is already being put into effect. The creation of similar Councils in the Gold Coast was suggested in the report of the Commission which investigated the disturbances which occurred there in the spring of 1948. This Report is now being studied by an all-African commission.

36. Popular representation on chiefs' councils has been extended in the East African territories. The election of commoners to fill some of the places on village, district, county, and provincial councils, which came into force in the Eastern Province of Uganda in 1947, has been applied to the Northern and Western Provinces. In Sarawak, local councils have already been extended to half the population and steadily the people are learning to look after a number of the elementary services essential in their rural life.

37. A number of new municipal authorities were created in Africa during the year. The Municipal Council of Dar-es-Salaam, Tanganyika, has equal numbers of European, Asian, and African members.

38. Parallel with the devolution of authority through the establishment of local government must go the selection and training of locally-born officers for posts in the central administrations and civil services. Both the Nigerian and the Sierra Leone Governments have set up commissions during the year to examine the possibilities of opening up more senior posts in the Civil Services to local people in these territories.

39. It should not be forgotten that, while the more senior posts call for qualifications which are not always to be found in local candidates, some 96 per cent. of Colonial Civil Service personnel as a whole are recruited in the territories. It is moreover a point of policy to select local officers for senior posts whenever possible. In the Malayan Services there were 308 Asian officers in senior appointments on the 1st January, 1949, as compared with only 48 on the 1st July, 1941. African doctors were selected to fill the posts of Deputy Director of Medical Services in the Western Provinces of Nigeria and Assistant Director of Medical Services in Sierra Leone. The first Arab District Officer has been appointed in Zanzibar. It may be appropriate to notice here that Africans are now eligible for commissions in the West African land forces.

#### **International Relations—United Nations Activities**

40. During the period under review there have been two sessions of the United Nations Trusteeship Council, and lengthy discussions of various trusteeship matters in the General Assembly of the United Nations, where Mr. Grantley Adams, of Barbados, represented the United Kingdom in the Fourth Committee as an Alternate Delegate in the United Kingdom Delegation to the General Assembly. The Trusteeship Council considered the annual reports for 1947 on the trust territories of Tanganyika, Togoland, and the Cameroons under British administration, and the first regular Visiting Mission of the Trusteeship Council went last autumn to Tanganyika. In

spite of protests by both the Belgian and the United Kingdom representatives, the Trusteeship Council decided at its last session (January-March, 1949) to give preliminary consideration to the report of its Visiting Mission, but the main debates will take place at its next session, in June of this year, when the Council will have before it extensive written comments on the Visiting Mission's Report on Tanganyika, which have been sent to the Secretary General of the United Nations by the United Kingdom as the Administering Authority. Both in the Trusteeship Council and in the General Assembly there has been a considerable discussion on the question of "Administrative Unions" between trust territories and adjacent territories not under trusteeship. The inclusion of Tanganyika in the East Africa High Commission and the arrangements whereby British Togoland and British Cameroons are administered as integral parts of the Gold Coast and Nigeria respectively, have come within the scope of these discussions. The Trusteeship Council has not yet formulated its final conclusions on the subject. Unfortunately the debates in the Trusteeship Council have at times been neither relevant nor helpful, and indeed the deterioration in the atmosphere of the Trusteeship Council since the beginning of its third session has been such that, in his speech in the opening debate at the General Assembly in Paris last year, the Foreign Secretary emphasised that the Council was in danger of degenerating into a platform for political propaganda which would not serve the interests of the inhabitants of trust territories and could not do anything but undermine the trusteeship system itself.

41. In August the Colonial Office published a memorandum entitled "Information on Non-self-governing Territories."\* Under Article 73 (e) of the Charter of the United Nations, the Colonial Powers have undertaken to transmit to the Secretary General, for information purposes, certain information relating to economic, social, and educational matters in the non-self-governing territories for which they are responsible. The memorandum explained why His Majesty's Government refuses to agree to an extension of this obligation so as to include political or constitutional matters amongst the information transmitted each year to the Secretary General, or which would have the effect of enabling a system of international accountability for non-self-governing territories other than those under trusteeship, to be set up on the basis of Article 73 (e). The United Kingdom representatives at the United Nations Special Committee on information from non-self-governing territories, held in Geneva in September, and later in the Fourth Committee of the General Assembly of the United Nations, again affirmed His Majesty's Government's attitude on these questions. The Government's attitude does not imply any desire to withhold from world opinion information on political and constitutional conditions in the Colonial Empire. The fullest information on such matters is at all times available and it is indeed our practice to supply the librarian of the United Nations regularly with official publications about all aspects of British colonial policy and administration.

42. Activities of other organs of the United Nations, and particularly of the Specialised Agencies, are often of considerable potential interest to the Colonial Empire. Representatives of the Colonial Office formed part of the United Kingdom Delegations to meetings of the World Health Organisations, the Food and Agricultural Organisation, the International Labour Office, and U.N.E.S.C.O. (where a Nigerian schoolmaster accompanied the Deputy Education Adviser to the Secretary of State), and it is hoped that Colonial Governments will in the future be able to participate directly in the work of the World Health Organisation. Hong Kong, the Federation of Malaya,

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\* Col. No. 228.

Singapore, and the British territories in Borneo already participate directly, as associate members, in the work of the Economic Commission for Asia and the Far East—the Malayan and Borneo territories forming a single group associate member.

43. Owing to the increasing volume of work in New York connected with meetings of the Trusteeship Council and other organs of the United Nations, it has been found necessary to add a permanent Colonial Office representative to the Permanent United Kingdom Delegation to the United Nations. He took up his functions in January, 1949.

#### **Co-operation between Colonial Powers**

44. There has been an increasing realisation throughout the year of the important part which non-metropolitan territories can play in world recovery, thereby assisting in the raising of their own standards of living. The inclusion of the overseas territories in the European Recovery Programme was mentioned earlier in this Survey. Under the auspices of the Organisation for European Economic Co-operation, an Overseas Territories Working Group has been set up on which Belgium, France, the Netherlands, Portugal, and the United Kingdom are represented.

45. Close contact on many technical matters of common concern has continued throughout the year between the respective departments of the Belgian, French, Portuguese, and United Kingdom Governments, and between the administrations of the territories in Africa for which they are responsible. South Africa and Southern Rhodesia have participated in several technical conferences, and in some cases other African countries have also taken part. Amongst the most important international conferences concerning Africa which were held during the year the following may be mentioned: the Phyto-Sanitary Conference at the Colonial Office in August, 1948; a Conference on Rinderpest in Nairobi in October (followed immediately by a Conference on Rinderpest held under the auspices of the Food and Agriculture Organisation); a conference on Soils at Goma in the Belgian Congo in November. The Food and Agriculture Organisation were invited to send observers to all these conferences. There were also a number of smaller and more localised conferences, as for instance between the Belgian Congo, Uganda, and Tanganyika, and between Nigeria and French West Africa, on specific labour problems. Belgium, France, and the United Kingdom worked together with success in operations against locusts: a Provisional International Control Committee was set up to deal with the problem in the French Sudan while the International Red Locust Control Service with its headquarters in Northern Rhodesia was placed on a permanent footing by the signature of the International Convention for the Permanent Control of Outbreak Areas of the Red Locust.

46. To assist in promoting still closer contacts between the British and French West African territories, a Colonial Vice-Consul with special liaison duties has been attached to H.M. Consul General's staff at Dakar. An officer is also shortly to join the staff of the West African Council, to be responsible specifically for liaison with non-British territories in West Africa.

47. Outside Africa, co-operation between the Colonial Powers for the most part takes place within the framework of the international regional organisations. The Caribbean Commission, consisting of France, the Netherlands, the United Kingdom, and the United States, met twice during the year. The Third Session of the West Indian Conference, held under the auspices of the Caribbean Commission, took place in December, 1948, and was attended by representatives of the United States, Dutch, French, and British territories

in the Caribbean region and by observers from other western hemisphere countries, from the United Nations Organisation, and from the International Labour Office. In the South Pacific area international co-operation has been carried a step further by the ratification of the agreement setting up the South Pacific Commission. This Commission, comprising Australia, France, the Netherlands, New Zealand, the United Kingdom, and the United States, has now begun to function and will have its permanent headquarters at Noumea in New Caledonia.

48. In the Far East, the organisation of the Commissioner General for South East Asia has entered into working relations with the Economic Commission for Asia and with the Food and Agriculture Organisation. Liaison officers from 15 countries meet each month under the auspices of the Economic Section of the Commissioner General's organisation.

49. The past year has not been without international disputes concerning British sovereignty in certain dependent territories. Although no progress has been made in resolving the Argentine and Chilean claims to territory within the Falkland Islands Dependencies, His Majesty's Government agreed with the Governments of the Argentine and Chile that there was no reason to send warships to the Antarctic during the 1948-49 season except on routine cruises of inspection. The Argentine and Guatemalan Governments have continued to press their claims to the Falkland Islands and British Honduras respectively. Mention must be made of a body calling itself the "American Commission on Dependent Territories" which was established by the Organisation of American States to report to the Pan-American Conference on "colonialism" in the western hemisphere. The meeting of the Commission was delayed for some five months owing to the difficulties of obtaining a quorum. It has since met, and the occasion was taken by the two countries mentioned above to reaffirm their claims to British territories in the western hemisphere. It is understood that the Commission is to prepare a report on each of the Colonies and territories of European powers in the western hemisphere for submission to the Organisation of American States and later to the American Foreign Ministers. The Commission's proceedings were interrupted by two sharp reminders, by the British West Indian community in Cuba and the British Caribbean Standing Closer Association Committee, that the future of the British West Indian Colonies is a matter for decision exclusively between the peoples of those Colonies and His Majesty's Government, and in no respect the concern of any other country.

### **Regional Co-operation**

50. The British Caribbean Standing Closer Association Committee, formed as a result of the Conference at Montego Bay in 1947 and constituted of representatives of the Legislatures concerned to draft a plan for the federation of the Colonies which they represent, met twice during the year, and is expected to report during the summer of 1949. Separate Commissions are examining the possibilities of Customs Union and of the Unification of the Public Services.

51. Co-operation between the British territories in Africa has been carried on through the various regional bodies set up for that purpose. The Secretary of State for the Colonies presided at the West African Council's meeting in November, 1948. During the year the East Africa High Commission took over control of the railways and harbours of Kenya, Uganda, and Tanganyika, and of the newly unified East African Customs and Excise Department. A plan to link the railway systems of East Africa with those of Central Africa has been under consideration; it is hoped that help will

be forthcoming from the Economic Co-operation Administration both with finance and with staff. The East Africa High Commission has taken over a number of the regional research projects for which Colonial Development and Welfare grants were made; during the year regional bodies were set up for research in agriculture and forestry and for veterinary research.

### Africa Conference 1948

52. The 29th September, 1948, saw the opening at Lancaster House of the Africa Conference, which was presided over throughout by the Secretary of State. The opening ceremony was performed by the Rt. Hon. Herbert Morrison, M.P., Lord President of the Council. Sixty-six members of the African Legislative Councils were present, representing all the British territories in Africa except the Somaliland Protectorate (which has no Legislative Council) and including a delegation from the East African Central Legislative Assembly. All but 12 of them were unofficial members; 33 of the unofficials were of African birth, 15 European, four Indian, and two Arab.

53. The Conference was called, not to consider any specific resolutions, but to discuss a number of questions of common interest to all African territories. Delegates were addressed by the Secretary of State, by the Secretary of State for Commonwealth Relations, the Chancellor of the Duchy of Lancaster, Field Marshal Lord Montgomery, and the Chairman of the Colonial Development Corporation; and there were debates on local government, agriculture, medical services, education, and public relations.

54. On the 8th October the delegates had the honour of being received by His Majesty The King at Buckingham Palace. After the business of the Conference was over a series of visits were arranged for the members of delegations, in order that they might see something of the British way of life, British activities and British institutions.

55. It was generally agreed that the Conference had been of very great value in strengthening the ties of friendship between Britain and the dependencies, and in enabling a number of the principal questions which affect all the African territories to be fully discussed between those territories' representatives and the special advisers of the Secretary of State. The Rev. T. A. J. Ogunbiyi, O.B.E., spoke for many of his fellow-delegates when he wrote in a letter to *The Times*:

“In tackling the great tasks which face us in Africa we shall draw new confidence from the knowledge that the British Government is more than anxious to help us and that the British people regard us as friends and equals and allies in a common cause.”

## PART II

### CHAPTER I

#### THE COLONIAL OFFICE AND THE COLONIAL SERVICE

##### (a) The Colonial Office

56. *Organisation and Accommodation.*—The Colonial Office altered little in total numbers of staff during the course of the year. At the end of March the total was 1,205, an increase of only 25 since the end of the previous year. This takes no account of the staff (226) of the Directorate of Colonial Surveys which is now a permanent part of the structure of the Colonial Office. There was, however, considerable change in the organisation of the Office. The departments dealing with Ceylon and Palestine ceased to exist on the

Colonial Office giving up its responsibility for those territories, but the continuing pressure of work, particularly in connection with economic affairs, necessitated the creation of additional departments. The Economic Division was further reorganised and strengthened during the course of the year to meet the continued expansion of work on colonial development and, the reactions of Marshall Aid on Colonial economic affairs. It was found necessary to set up an Economic Relations Department to deal with colonial economic matters affecting Marshall Aid and Western Union and commercial relations and treaties. The increase of statistical work also led to the creation of a separate Statistics Department.

57. The pressure of work also led during the course of the year to the expansion into two departments of the East African Department and similarly of the West Indian Department. The post of Police Adviser was also created to assist the Secretary of State and Colonial Governments in all matters affecting the work of the colonial police forces.

58. At the end of the year there were 38 Departments and 15 Principal Advisers.

59. Four posts of Economic Liaison Officer were created during the course of the year to assist in economic development work. These officers, one of whom was appointed for each major region of the Colonial Empire, will travel regularly between London and their areas. Their duties are to represent to Colonial Governments current matters of economic policy in this country and to the Colonial Office and to other United Kingdom Departments the needs of Colonial Governments in the execution of their economic development projects, especially in supply matters.

60. Accommodation difficulties were eased, though not solved, during the course of the year and at the end of it the Office staff were concentrated in the Church House and Sanctuary Buildings on either side of Great Smith Street and in Victoria Chambers in Victoria Street. Unfortunately the Colonial Office library still remains in the old Colonial Office building in Downing Street and it may be another two years before it can be moved into the main body of the Office.

61. *Ministers and Staff.*—There were no changes of Ministers during the course of the year. Sir Sydney Caine was transferred to the Treasury and Mr. A. H. Poynton succeeded him as a Joint Deputy Under Secretary of State. There were several changes among the Senior Advisers. Mr. J. Smith relinquished the post of Adviser on Animal Health and was succeeded by Mr. R. J. Simmons. Dr. E. D. Pridie has been appointed Chief Medical Officer in succession to the late Dr. W. H. Kauntze. The change in the title of the post from that of Medical Adviser was made for technical reasons, having regard to its standing in relation to the other medical posts in the Home Civil Service, and does not involve any change in its functions or advisory status. Mr. W. C. Johnson, formerly one of H.M.'s Inspectors of Constabulary was appointed Police Adviser in November, 1948. Sir George Abbis, late Assistant Commissioner, Metropolitan Police, was appointed Assistant Police Adviser.

62. The system of secondment of Colonial Service officers to the Colonial Office remained in force and continued to prove its value. There were numerous visits by members of the Office to colonial territories and one officer was seconded for service overseas, but continued pressure of work and shortage of staff has made it impossible yet to resume on any considerable

scale the pre-war practice of seconding members of the Colonial Office overseas as a regular part of their training.

63. A scheme was also brought into force during the course of the year for seconding members of the local Civil Services of a number of colonial territories to the Colonial Office for training purposes, in the same manner as members in the Colonial Administrative Service. The first officer to be seconded under this scheme, from Jamaica, took up his duties towards the end of the year and it is hoped that a number of other officers will be seconded under the scheme during the course of 1949.

#### (b) The Colonial Service

64. During 1948 revised scales of salaries were introduced in a large number of territories, including Aden, the East and Central African Dependencies, Cyprus, Malaya, Singapore, Hong Kong, North Borneo, Sarawak, Grenada and St. Lucia. In some places, e.g. the East and Central African Dependencies, this afforded the opportunity of abolishing cost of living allowances which had hitherto been paid as a supplement to salaries. In other places, e.g. Malaya, Singapore and Hong Kong, it has been found necessary to retain these allowances because even the revised salaries were not sufficient to enable officers to meet the abnormally high cost of living. In some territories, e.g. Fiji, the Western Pacific Islands and the Leewards, where the salaries have been revised within recent years, cost of living allowances have now had to be re-introduced.

65. Steps have been taken in some of the more important Colonies to establish Public Service Commissions as advocated in Colonial Office Paper Colonial No. 197. The object of setting up these Commissions is to put the recruitment of local staff, and in some cases other staff questions, into the hands of an independent body which commands the confidence of the Service and of the public. Although the functions of these Commissions will differ to some extent from Colony to Colony, their main purpose will be to advise Colonial Governments on the recruitment and selection of candidates for the Government Service.

66. Progress has been made in the development of Whitley machinery in a number of Colonies. During the past two or three years Whitley Councils, with functions which are expressly advisory, have been set up in Jamaica, British Guiana, the Windwards, the Leewards and Barbados. In 1948 a Senior Service Whitley Council was set up in Nigeria and a modified form of Whitley Council has been established in Hong Kong. Preliminary steps have also been taken for the institution of similar machinery in many of the larger Colonies, including Malaya, Gold Coast, Sierra Leone, Mauritius and the East and Central African Dependencies.

67. The Mandate for Palestine ended on the 14th May, 1948, and the withdrawal of the Administration was completed by that date. Officers of the Colonial Service who were serving in Palestine have wherever possible been found further employment elsewhere in the Colonial Service. Special compensation terms were awarded in accordance with the announcement made in Parliament on the 1st March, 1948, to those who did not wish to continue to serve or for whom no other suitable posts could be found.

68. The death of the former High Commissioner for the Federation of Malaya, the late Sir Edward Gent, occurred in July, 1948, as a result of a tragic air accident while he was on his way to this country for consultations with the Secretary of State.

69. The following appointments to Governorships have been made during the period under review:—

Mr. Gerald Reece, C.B.E., Governor of British Somaliland.  
Mr. R. D. H. Arundell, C.M.G., O.B.E., Governor of Windward Islands.  
Sir Henry Gurney, K.C.M.G., High Commissioner, Federation of Malaya.  
Mr. R. H. Garvey, C.M.G., Governor of British Honduras.  
Sir Hilary Blood, K.C.M.G., Governor of Mauritius.  
Mr. A. W. L. Savage, C.M.G., Governor of Barbados.  
Sir Edward Twining, K.C.M.G., M.B.E., Governor of Tanganyika.

70. *Recruitment and Training.*—The main feature of recruitment for the Colonial Service was the continued demand for qualified professional and technical staff for the many development schemes in progress or in project. By the 31st December, 1948, more than 4,500 appointments from a wide field of background and experience had been made by the organisation of the Director of Recruitment (Colonial Service) since the 1st June, 1945, when post-war recruitment was re-opened. But so many new vacancies were declared that at the end of 1948 there were still nearly 1,200 to be filled.

71. During 1948 alone over 1,150 appointments were made. This was only a few short of the total in 1947. In the principal branches there were 211 appointments to the Administrative Service, 190 to the Education, 126 to the Engineering, 140 to the Medical, 44 to the Survey and 23 to the Veterinary Departments. Nevertheless the needs of these six branches of the Service remain such that at the end of 1948 the Administrative Service was still 64 short, the Education Service 167, the Engineering Service 269, the Medical Service 157, the Survey Service 75 and the Veterinary Service 40 short.

72. One of the principal reasons for the inability to fill these vacancies is that they have to compete in a limited market with the increased demand at home for qualified staff for services of this kind.

73. In the situation above described efforts have been made to secure staff on secondment from the Home Services to supplement those obtained by direct recruitment: in education a scheme has been launched with the co-operation of the Ministry of Education and the local Education authorities; the secondment of doctors from this country is being explored; negotiations are going on with the War Office for R.E. officers; a satisfactory system is already working for electrical and postal staff from the Post Office.

74. Attention has also been given to liaison with University Appointments Boards and other likely sources of supply. Members of the Colonial Office, often accompanied by members of the Colonial Service, have visited and talked to students at Universities, medical schools, agricultural and technical colleges and other training institutions. But except in forestry the prospects of suitable candidates being available in sufficient numbers during 1949 are not encouraging.

75. A certain number of recruits are forthcoming from Canada, Australia, New Zealand and South Africa, but these countries with their own schemes of social and industrial development are themselves in need of trained men and women. Discussions have taken place with the United States authorities about the possibility of employing temporarily a small number of American experts in certain fields of Colonial Development. It has also been possible to offer some professional appointments in the Colonies, especially in



Medicine, to Poles who had served in the Armed Forces during the war and to other suitable European nationals.

76. A valuable, if not very large, reinforcement of the middle ranks of the Colonial Service has come from a number of officers with previous experience in the India and Burma Services, in particular administrative, forest and medical officers.

77. Side by side with the recruitment of qualified staff from overseas goes the process of speeding up the recruitment and training for senior posts of men and women born in the Colonies. In London the Selection Committee for the £1,000,000 scholarship scheme recommended 102 awards, most of them for degree courses in this country, and these were approved by the Secretary of State. In May, 1948, the Governor of Nigeria appointed a commission with an African and unofficial majority to make recommendations about the recruitment and training of Nigerians for senior posts in the Government Service of Nigeria. The commission proceeded on the principle that no non-Nigerian should be recruited for any government post except where no suitable and qualified Nigerian was available. One of its principal recommendations was that during the next three years 385 scholarships and training awards be made.

78. The training of candidates selected for the higher grades of the Colonial Service continued to receive attention. Some 90 Administrative Cadets joined the course which began in October, 1948, and 140 Cadets went overseas to take up their first appointments in January, 1949, after having completed the course which began in October, 1947. The number of officers on the Second Course (for those who have already served a tour or two) went up to 128, of whom nearly a score were born in the Colonies. A party of officers on this course visited the French Colonial Office in December, 1948, and some French, Belgian, Dutch and Portuguese officers were guests of the Summer School at St. John's College, Cambridge, in September, 1948. In January, 1949, a short visit was paid to this country by the Director of Personnel in the Ministère de France d'Outre-Mer. He had discussions with the Colonial Service Division of the Colonial Office and also visited the training courses at Oxford, Cambridge and London Universities.

79. In the professional and technical services a new one-year course was started for Survey probationers. This takes place either at the Royal Engineers Survey Training Centre at Warminster, or at University College, London. At the same time a start was made with regular advanced courses for Nursing Sisters, in particular for the Sister Tutors' Diploma. In November, 1948, it was announced that arrangements for the special probationerships in Civil Engineering would begin in the autumn of 1949. The new plans for legal probationerships were announced in February, 1949.

80. A number of officers from African territories took part in a conference on "The Encouragement of Initiative in African Society" at King's College, Cambridge, in August, 1948.

81. Throughout the year courses for those selected for the Agricultural, Education, Fisheries, Forest and Veterinary Departments were continued. For officers home on leave increased use was made of the training facilities provided by the Ministry of Civil Aviation, the Ministry of Labour, the Board of Customs and Excise, the Department of Scientific and Industrial Research, the Prison Commission, and the Home Office (for Police Officers).

## CHAPTER II

### POLITICAL AND CONSTITUTIONAL PROGRESS

#### (a) **British Nationality Act, 1948**

82. The British Nationality Act, 1948, which came into effect on the 1st January, 1949, made a number of fundamental changes in the nationality law of the United Kingdom and its dependencies. Under this Act, British Nationality is now acquired through citizenship of the United Kingdom and Colonies, which can be acquired by registration or naturalisation according to the national status of the applicant. Residence in a protectorate or protected state now qualifies for naturalisation purposes, and British protected persons, who are now no longer regarded as aliens, can be naturalised if they so wish. All distinctions hitherto made between married women and other women are abolished. The British Protectorates, Protected States and Protected Persons Order-in-Council, 1949, defined what are protectorates and protected states and who are British protected persons for the purposes of the Act. The provisions of the Act and of the Order constitute a first step in assimilating the legal position of British protected persons to that of British subjects.

#### (b) **The Colonial Naval Defence Bill**

83. The Colonial Naval Defence Bill was passed in February for the purpose of enabling regional groups including Colonies, Protectorates and Trust Territories to combine in the raising of joint naval forces, and also to simplify the legislative procedure for bringing such forces into existence.

#### (c) **The African Territories**

84. A number of developments during the year have contributed to the building up of the forms and experience of modern government by which the diverse tribal and unbanished elements of African populations may together work towards responsible nationhood. Further increases have been made in the African membership of many Legislative Councils. That of the Gambia has recently been reconstituted so that African unofficial members are now in the majority, and the same step is likely to be taken shortly in Sierra Leone. Two African and one Asiatic unofficial members have been added to the Nyasaland Legislative Council, while two African members have taken their seats in the Northern Rhodesia legislature. Two of the four African members of the Uganda Legislative Council, hitherto appointed by the Governor, have been elected for the first time by Provincial Councils. The Nigerian Constitution of 1946 has worked so successfully that, on the proposal of the Governor, the Legislative Council has set up a Select Committee to consider possible further constitutional advances. A local Committee is also engaged in considering constitutional reforms in the Gold Coast.

85. Local and provincial councils, from which the African members of the Legislative Councils are in most territories indirectly elected, have also been made more widely representative. Increasingly men of education and talent, regardless of their tribal rank, are being brought on to the Councils. During the year reforms of this sort have taken place in Northern Rhodesia, the Western Provinces of Nigeria, Nyasaland, and the Northern Territories of the Gold Coast. Similar reforms are likely to take place in the rural areas of Sierra Leone Colony and indeed this process is going forward in most African territories. A comprehensive scheme for the reform of local government in the Eastern Provinces of Nigeria, put forward by a Select Committee of the Regional House of Assembly largely composed of African Members,

is now being publicly examined throughout the region. One effect of these changes in the composition of local African councils has been to liberalise the basis of African representation in the central governments.

86. The reorganised local African councils afford a broader African representation in the management of local affairs. Greater opportunities are being provided for educated and progressive Africans to share the work of local government with the traditional leaders. The councils are being brought more and more into the responsible work of local policy making, economic and social development, and local administration. The Uganda African Local Government Ordinance of 1949, for example, provides for greatly increased financial and administrative responsibilities to be devolved upon local authorities. Representative local councils are being more closely associated with the executive work of the Chiefs. New African local government legislation in Kenya, which is now in an advanced stage of discussion, will provide for greatly increased executive duties to be carried out by African District Councils. In Northern Rhodesia a reallocation of revenues between central and local authorities is contemplated in order to increase the financial resources of local authorities. At the same time larger, richer, and more effective units of local government are being steadily built up in all territories. Progress is therefore being made, not only in the central governments, but also at the lower levels of administration in the villages, districts and provinces.

87. Meanwhile, in the urban areas of the African territories, further progress has been made towards establishing the full forms of municipal government on the British model. In Nigeria, Port Harcourt has been raised to the equivalent of municipal status. Its affairs are now being managed by a Town Council elected on a wide franchise. Plans for a more advanced municipal constitution for Lagos are now being discussed with its inhabitants. The Freetown Municipality Ordinance was brought into effect during 1948 with an African Mayor, and the Bathurst Town Council was reorganized. The town of Kampala in Uganda also achieved municipal status during the year, while the Municipal Council of Dar-es-Salaam now has an equal number of unofficial European, African, and Indian members.

88. Thus, at all levels of government, from the central machine to the rural and urban local authorities, a single deliberate policy of broadening popular representation and enlarging responsible public control of local affairs is being implemented in each of the African territories.

89. At the same time the regional machinery set up to strengthen inter-territorial co-operation and co-ordination—the East Africa High Commission and the West and Central African Councils—is proving its worth. The African governments have gained much from the discussions of common problems and policies which have taken place in the regional bodies. Under the East Africa High Commission good progress has been made with the amalgamation of the common services, while the East Africa Central Legislative Assembly promises to promote inter-racial co-operation as well as inter-territorial action.

90. The historic Conference of Unofficial Members of African legislatures held at Lancaster House, London, from the 29th September to the 8th October, 1948, symbolized the rapid constitutional advances made by the British African territories during the post-war years. Delegates discussed a wide range of African policy and problems with Ministers of the Crown and officials of the Colonial Office. Among the subjects on the agenda were problems of economic development, health, education, public relations, and

local government. The Conference generally voiced whole-hearted support for the present policies of constitutional advance and local government development as steps towards responsible nationhood within the Commonwealth.

#### DEVELOPMENTS IN INDIVIDUAL TERRITORIES

91. *Nigeria*.—The new Constitution, now well in its third year, has taken firm root and Nigerian leaders are showing an increasing appreciation of its true purpose. Both in the Legislative Council and in the Regional Houses a high standard of debate, revealing a wide understanding of the country's needs and of the conduct of public business, was maintained. Among the important measures which became law during the period were the Educational and Agricultural Bills, a Bill making further provision for the administration of justice in criminal matters by Native Courts, a Bill establishing the Provisional Council of the University College and Bills setting up the three Marketing Boards for palm products, groundnuts and cotton.

92. In August the Governor made an important statement in the Legislative Council on future constitutional development. After recalling that it had been originally proposed that the new constitution should remain in force for nine years and should be reviewed at the end of that period, though limited changes might be made at the end of the third and sixth years, the Governor expressed the view that the progress already made had been so rapid and so sound that it might be justifiable to review the timetable. They might, therefore, consider together what changes should be made and whether they should be made earlier than originally intended. He proposed therefore that if it was the wish of the Council and the country that earlier changes should be made they should be introduced not at the end of nine years but in the second three-year period which would start at the beginning of 1950. It was, however, most important to allow adequate time for the expression of public opinion, and he proposed, if the Council agreed, to set up a Select Committee of the Council following the forthcoming Budget Session to make recommendations about the steps which should be taken to ensure the fullest possible consultation with the people of Nigeria.

93. The Governor's proposal was warmly welcomed and, at the conclusion of the Budget Session held in March this year at Ibadan, the Legislative Council set up a Select Committee as proposed. The unanimous report of the Select Committee, which was endorsed unanimously by the Legislative Council and accepted by the Governor, recommended a procedure by which the views of the people, from the village level upwards, will be taken into consideration before final proposals for constitutional change are formulated. This process has now been set in motion.

94. Important developments have taken place in the sphere of local government. After detailed consultation with all sections of African opinion, a plan for an advanced system of local government has been worked out for the Eastern Provinces. It is designed to allow educated and politically advanced Africans a full share in the development and direction of local government. County Councils, at first sitting under the chairmanship of Administrative Officers, should, it is suggested, be set up as the supreme legislative, financial and executive local authorities for areas roughly corresponding to the existing administrative divisions. It is proposed that County Councillors should be elected by popular vote either directly, or indirectly, through the subordinate local authorities. County Councils would work through the existing local Native Authorities in purely local matters. Local authority revenues would be pooled in the County treasuries where they can be put to most effective use. In addition, a Regional Local Government

Board is proposed, to consist of a majority of African unofficial members of the Regional House of Assembly, which would advise the Chief Commissioner in his supervision of local authorities. The Board would also co-ordinate local government throughout the region and control the projected unified local government service. These proposals are now the subject of public discussion in the Provinces of the Eastern Region.

95. Reorganisation of local administration in this spirit is already going ahead in Onitsha, Aba and Bende. Group area and divisional councils have been set up to form a pyramid of authorities. All tax-paying men are now entitled to vote in the elections for the group and area councils. The former Native Authority Treasuries have pooled their resources in one local government treasury under the control of the divisional council.

96. In the Western Provinces, Native Authority Councils—hitherto constituted on traditional lines—are being broadened to include progressive and educated Councillors, regardless of their tribal or clan status. The local administration of Benin Province, for example, has been reorganised on this pattern during the year. Outstanding Africans with specialist knowledge are also being brought on to standing committees of Native Authorities, even though they may not be full council members. Moreover, increasing numbers of Councillors are being chosen by some form of popular selection. Thus able Africans, and not merely those of privileged status, are taking a greater share in local affairs. At the same time several Native Authorities have introduced local rates and have expanded their health and educational services for the local communities. The weaker Native Authorities, in certain cases, have been federated to form larger administrative units.

97. Local authorities have also been brought into closer touch with the work of the Western Region House of Assembly. Provincial Conferences of Native Authority representatives have been established in Warri and Ondo Provinces in order that the views of Native Authorities may be represented to the members for the Provinces in the Regional Assembly. An informal Standing Committee of the Regional Assembly is being set up to associate advanced Nigerian opinion with the formulation of policy on local government.

98. Advances in local self-government in urban areas have also been made during the year. Legislation is at present under consideration which will replace the present Town Council of Lagos by a Municipal Council with extended powers and containing a majority of unofficial African members selected on a wider franchise. The status of Port Harcourt has now been raised to that of a first-class township; town government by an administrative officer and an advisory representative council has been replaced, under the Port Harcourt Townships Ordinance, by a Town Council with a majority of African unofficial elected members. The franchise for the Council elections is open both to men and women residents on a very low property or tenancy qualification.

99. An event of considerable political importance was the publication in August last year of the report of the "Nigerianisation" Commission appointed to make recommendations about the recruitment and training of Nigerians for senior posts in the Government Service. The recommendations, which have been accepted by the Nigerian Government and the Legislative Council, are being implemented, and include proposals for spending a quarter of a million pounds on scholarships and training schemes for Nigerians over the next three years and for setting up Public Service Boards with non-official majorities to select candidates for senior posts and training.

100. *Gold Coast*.—The report (Colonial No. 231) of the Commission of Enquiry into the disturbances in the Gold Coast during February and March, 1948, which was published in August, 1948, and which dealt with a wide range of subjects, recommended certain changes in the Constitution of 1946, and in the pattern of local government. The Commission proposed that the existing Councils in the Colony, Ashanti, and the Northern Territories should be reconstituted as Regional Councils with administrative and financial powers not unlike those of County Councils in the United Kingdom. It recommended that on these Regional Councils there should be a considerable increase in the number of representatives drawn from outside the traditional state councils. The Commission also proposed an extension of executive responsibility to Africans through the appointment to the Executive Council of African ministers nominated by the Governor from members of the Legislative Council and responsible for groups of Departments. In a Statement (Colonial No. 232) published at the same time as the Commission's Report, His Majesty's Government, while agreeing in principle with the objectives of the main recommendations, put forward suggestions for modification in matters of detail. The statement added that the proposals as thus modified must first be considered by representatives of the Gold Coast people. Accordingly the Governor set up at the end of 1948 a Committee under the Chairmanship of Mr. Justice Coussey, Judge of the Supreme Court, consisting of four representatives of each of the existing Councils (including for the first time the Territorial Council of the Northern Territories) together with 23 other African members chosen from many walks of life for their special knowledge and experience. The Committee held its first meeting on 20th January, 1949, and was still in session at the end of the period under review.

101. Meanwhile, the Legislative Council continues to function under the 1946 Constitution with its elected African majority. The Council has continued to exercise an important influence over policy, and in the sphere of finance its Standing Finance Committee exerts an effective measure of control.

102. The work of building up the Native Authorities and Town Councils as efficient organs of local government has also been maintained. Progress during the past year has been specially marked in the Northern Territories, where Native Authorities now exist in all areas. Finance Committees, consisting largely of non-traditional elements, have been set up to advise Native Authorities. Four District Councils have been created, and matters are discussed at their meetings before they are discussed at the Territorial Council. Another development is that the town of Tamale is now administered by an experimental Town Board.

103. *Sierra Leone*.—Sierra Leone consists of the Colony, embracing Freetown and its neighbourhood, and the Protectorate, covering the rest of the country and containing 95 per cent. of the population.

104. In the report on the Colonial Empire 1947-1948 (Command 7433) reference was made to proposals to reconstitute the Legislative Council so as to set up an African unofficial majority and to increase the representation of the Protectorate. These were published in their revised form in July, 1948. Although the main principles of the new constitution are generally accepted, there has been strong criticism by political groups in the Colony of the proposals for Protectorate representation in the Legislative Council; criticism has been mainly directed to the likely preponderance of Chiefs among the representatives and to the necessity of providing for representation of the progressive and literate "commoner" element. In view of the importance of securing a greater measure of agreement, the new Governor, Sir George

Beresford-Stooke, consulted the Secretary of State and on the advice of the Legislative Council, decided to postpone the introduction of a new Constitution pending further consideration of the position.

105. The development of local government in the Protectorate has continued. A number of small chiefdoms have amalgamated and new Native Administrations with common treasuries have been formed. There has been increased public interest in the activities of the 13 District Councils, whose members have shown keenness to assume greater responsibilities in local government.

106. The Committee appointed in 1946 to investigate the working of the Administration of the Rural Areas in the Colony has reported, and its proposals, which are now under consideration by Government, have been published. These provide for the setting up of a three-tier system of administration by Village Committees, Rural District Councils and a Rural Area Council, all of these being elected bodies.

107. The Freetown Municipality Ordinance of 1945, designed to restore an autonomous municipal administration, provided for the re-establishment of municipal government, with a City Council, elected by men and women voters on a wide franchise, and an unofficial majority. Strong opposition to some parts of the legislation made it necessary to delay bringing it into force. A representative local Committee appointed by the Governor, which reported in April, 1948, reached an agreed solution of the difficulties, and the Ordinance was subsequently amended and brought into operation. The first municipal elections under the new regime took place on 1st November, 1948, and Dr. E. E. Taylor-Cummings, an African, was elected Mayor.

108. *The Gambia*.—The Gambia comprises a Colony and a Protectorate. The former consists of the town of Bathurst on the Island of St. Mary and the adjacent portion of the mainland; the latter includes the rest of the territory and contains over 90 per cent. of the population. In 1947 the Bathurst Town Council was reorganised and the Legislative Council was reconstituted to provide for a fuller representation of the Protectorate and for an unofficial majority. Both bodies have functioned satisfactorily throughout 1948-49, and valuable experience of their working has been obtained. The fifth conference of Protectorate Chiefs met in March, 1948, to discuss common problems; one of the decisions of the Conference was that District Council meetings of Native Authorities should in future be held every month.

109. *Kenya*.—Early in the year it was thought desirable to introduce a temporary measure to provide for the reservation of one seat for Muslims in each of the two-member Indian constituencies at Nairobi and Mombasa. In the result three Hindus and two Muslims were elected to the Legislative Council. European unofficial membership remains at 11, African at four and Arab at two. There are 15 official members.

110. During the year the post of Member for Commerce and Industry was created to replace that of Secretary and a reorganisation of the machinery on the financial side has led to the separation of the post of Member for Finance from that of Secretary to the Treasury who will in future correspond to a civil service head of department. Both the member posts are held by officials who have seats *ex-officio* in the Executive and Legislative Councils.

111. In the field of Municipal Government legislation has been introduced to enable certain local authorities to exercise wider powers of borrowing than hitherto. It is provided that the Government can waive its right that its loans to municipalities should be a first charge on their assets and revenues and that such loans should rank *pari passu* with any other loans the municipalities might raise. It is also provided that municipalities should

have the power, subject to the consent of the Governor in Council, to borrow either locally or outside the Colony on the security of their own assets and revenues. In the case of outside borrowing the sanction of the Secretary of State will still be required. For the time being these powers will only be exercised by the Nairobi Municipal Council.

112. In the field of African local government, Local Native Councils, the majority of whose members are chosen by some form of popular election, continue to be given increased power to manage their own local affairs. The African District Councils Bill, which is still being discussed by the Councils themselves, will allow many functions hitherto performed by official headmen to be transferred to the conciliar authorities. The extended powers will include a wide range of social services, the preservation of soil fertility and the improvement of African methods of agriculture and livestock rearing. Provision has also been made for elected Africans to become Presidents of African District Councils, in place of the District Officers who preside at present. Already in the more advanced Councils District Commissioners preside only at the Councils' opening and closing sessions, and the Council works alone under an African vice-president during the rest of its meetings. Representation on the Councils has also been widened recently in the Central Province by the inclusion of African women members.

113. To allow the African Councils to carry their increased responsibilities, efforts are being made to provide them with more highly trained and efficient staff of African officers. The Jeanes School at Kabete is being developed as a training centre for teaching the specialist techniques of local government and courses have been held there for African Assistant Administrative Officers, Chiefs, Registrars of Native Courts, and clerical, probation and census staff. Lastly in order to keep the District Councils closely in touch with the wants and opinions of the local communities, a system of location councils is being built up at the base of the District Councils. These Councils are often used as electoral colleges for choosing District Council representatives. They will develop in time into the lower level of a two-tier system of local authorities.

114. At the centre, an African Affairs Committee has been set up to keep all African problems under review. The chairman is the Chief Native Commissioner and members include, in addition to the four African Members of Legislative Council, the Commissioners for Local Government and Social Welfare, the Provincial Commissioners, the Native Courts Officer, the Information Officer, the Registrar of Co-operative Societies and Land Tenure and Agricultural experts.

115. *Tanganyika*.—The constitution of the Legislative Council has remained unchanged with 15 official and 14 unofficial members (7 Europeans, 3 Indians and 4 Africans), the Governor being president.

116. The first year's working of the "membership system" of governmental organisation, described in last year's report, has proved that this step was fully justified, and has resulted in a much greater degree of co-ordination in departmental activities. It has also relieved departmental heads from much political work, so that they may concentrate on departmental matters.

117. The development of local government in rural areas has been concerned in the past year with securing the introduction of direct representation of the common people and of the emergent African intelligentsia into the existing traditional tribal systems. This involves a modification of the



more feudal aspects of these systems along modern and democratic lines—that is, to transfer power from a chief *per se* to a chief in a representative Council. Encouraging progress has been made in a number of Districts. Villages in the Bukoba District of the Lake Province now select representatives who regularly meet first in the absence of the Chief and then with him, to discuss with him and advise him on public affairs. The important Council of Sukuma Chiefs has agreed to sit with a council of peoples' representatives. The hereditary Chief of the Washambaa in the Tanga Province now administers his chiefdom with the aid of an advisory council consisting of six sub-chiefs elected by their fellows, six traditional elders, six members nominated by the Chief, and six democratically elected representatives of the commoners. Progress in the same direction is being made in the Pare and Handeni Districts of the Tanga Province. In the Uzaramo District each of the eleven regional headmen now sits with a council of African representatives of official, commercial and agricultural interests. These councils are at present advisory only, but it is hoped that they will soon be able to take over executive functions.

118. The establishment of Provincial Councils to include representation of all interests in the Province, non-African as well as African, is now an accepted aim of policy. Such a Council is shortly to be set up in the Lake Province and the experience thus gained will serve as a guide to parallel action in other Provinces. Local conditions may inevitably delay the establishment of Councils in certain Provinces. It is one thing to establish a Council in a Province which forms a comparatively compact geographical unit with concentrations of population and reasonable communications and quite another to create and operate such a Council in a large Province with a sparse and widely scattered agricultural population. Provincial Councils will at first necessarily be mainly consultative and advisory and their executive functions will be limited, but the importance of extending their executive and financial responsibility is fully appreciated and this aspect of the matter is receiving careful attention.

119. All township authorities, except the very smallest where the authority consists of two or three persons only, now have African representatives, and the new Municipal Council for Dar-es-Salaam, set up in January, 1949, has equal numbers of non-official European, African and Indian members. There are also African advisory councils in many of the medium sized townships, and Dar-es-Salaam has three African Ward Councils.

120. *Uganda*.—The system under which African members of the Legislative Council are appointed by the Governor has now been changed and two of the four African members, representing the Eastern and Northern Provinces, have been elected by their respective Provincial Councils. The ultimate intention of the Uganda Government is that there should be eight African members of the Legislative Council, of whom six will be elected by their Provinces and two will be nominated by the African rulers of the treaty states of Uganda (paragraph 105 of the 1947-48 Report, Cmd. 7433). The unofficial membership of the Legislative Council has remained unchanged (four Africans, three Indians and three Europeans).

121. The Governor's statement of policy for the development of African local government on the English model of March, 1947, has been followed up vigorously this year in the districts. The system of popularly selected village, district, county and provincial councils, already working well in the eastern province, has now been extended to the northern and western provinces. These Councils have been given a place in the constitution of Uganda by the African Local Government Ordinance of January, 1949.

122. Perhaps the most significant advance of this year has been the association of these representative councils with the executive management of local affairs. Formerly the Chiefs, acting as officials, carried out this administrative work by themselves. Committees of elected councillors, however, are now more and more closely associated with the Chiefs in matters of finance, education, health, etc., especially in the eastern province. Moreover, the representative councils are playing an increasing part in the actual selection of the Chiefs, as for example in the Teso and Ancholi Districts. It is the policy of the Administration to foster these tendencies in order that in time the full executive control of local government may be transferred to the people's representatives.

123. The District and Provincial Councils will carry greatly increased financial, administrative and legislative responsibilities. The apportionment of tax revenue between the Protectorate Government and the Native Administrations has been adjusted so that, though the total tax revenue remains the same, a greater proportion of this total is received by the local authorities. In future also it will be at the discretion of local authorities to provide new or extended services financed by increased taxation.

124. The effect of these changes in their constitution and responsibilities will be to establish the local authorities as powerful executive bodies, politically and financially responsible to the people under their care, and providing a training ground in administration and politics in which future members of the Protectorate Legislative Council can gain confidence and experience. They provide a solid foundation for the growth of democratic self-government in Uganda.

125. The Kabaka of Buganda returned from his studies in England in October, 1948, and assumed full responsibility for the administration of his state, which since 1945 had been governed by the three Chief Ministers acting as Regents.

126. *Zanzibar*.—Efforts have been made during the past year to ensure that the District Administrations and Rural Councils Decree, 1947, which authorised the establishment of Mudirial Councils and Local Councils in rural areas, should lead to a wider interest in and appreciation of the importance of local government authorities. These efforts have been only partially successful, and it is clear that the people of Zanzibar have not yet fully grasped that the acceptance of increased responsibility in local affairs is a necessary prelude to advance in social, political and economic prosperity for the Protectorate as a whole. The Government is continuing to impress this fact on the population by every possible means. The practicability of introducing electoral methods for choosing the Arab and Indian unofficial members of the Legislative Council is under examination. Any electoral system which may thus be evolved would later be applied to the selection of the African members.

127. *British Somaliland*.—In July, 1940, the Protectorate was overrun by enemy forces who remained in occupation until March, 1941, when they were driven out by British troops from East Africa. On the reoccupation a military administration was set up under a Military Governor, appointed by the Secretary of State for War, and he was invested with the same powers as those held by the civil Governor before the 1940 occupation. The Protectorate remained under military administration (which was carried out in close consultation with the Colonial Office) until the 15th November, 1948, when the Secretary of State for the Colonies resumed responsibility for its affairs. From this date, the Military Governor, Mr. Gerald Reece, formerly

the Provincial Commissioner in charge of the Northern Frontier District, Kenya, was appointed Civil Governor, and Commander F. J. Chambers, R.N. (Retd.), an officer of many years service in British Somaliland as a member of the Colonial Administrative Service, was appointed Chief Secretary. The headquarters of Government are at Hargeisa.

128. The constitution of British Somaliland rests on the Somaliland Order-in-Council, 1929, as amended by subsequent Orders-in-Council. There has hitherto been no executive or legislative council, and the power of making ordinances is vested in the Governor, subject to the general and specific instructions of the Secretary of State. The Protectorate is divided into six districts, each under the charge of a British district officer. The absence of any cohesion among the tribes themselves and their nomadic habits have made any form of administration through native authorities a matter of considerable difficulty. Where such authorities exist, all possible use is made of them, but for the most part, paid Government local agents known as "Akils" are employed. There is also a Protectorate Advisory Council.

129. The Governor flew to London towards the end of 1948 to discuss future policy with the Secretary of State. He discussed his plans for the reform of the present system of administration. The Governor hopes to establish District Councils which would gradually be given greater responsibility for the raising of revenue and local expenditure. They would eventually select representatives to the Protectorate Council, the ultimate objective being the establishment of a Legislative Council on which the local community would be directly represented.

130. The territory is poor, with an annual revenue in the region of £350,000 a year. Before the war, the activities of government were limited by financial considerations to little more than the maintenance of law and order, although some steps had been taken towards an expansion of social services. Under the Military Governorship much very valuable progress was made in laying the foundations of economic advance and building up the education and health services. It was agreed during the recent discussions with the Governor that present day circumstances demand a continuance on a wider basis of this constitution policy in the political, social and economic fields; and during the next few years an annual expenditure of approximately £1,000,000 is envisaged. This will call for a substantial annual grant-in-aid from the United Kingdom. Every effort is to be made to increase local revenues although, owing to the nature of the territory, a large increase cannot be expected immediately. It is hoped to carry out a fiscal survey during 1949. In addition to the above annual expenditure, a sum of £750,000 has been allocated to the Protectorate under the Colonial Development and Welfare Act.

131. *Nyasaland*.—It was announced by the Governor on the 29th November, 1948 that, in the light of the views formed by the Protectorate Government after ascertaining local opinion, the Secretary of State had agreed that, while the principle that an unofficial majority should be an aim of policy must be adhered to, the existing constitution should be retained for the time being. The Secretary of State has, however, approved the Governor's proposal that the membership of the Legislative Council should be increased within the existing constitution by the addition of two African unofficial members, one Asiatic unofficial member and by three official members. Two Africans, selected from a panel of five chosen by the Protectorate Council, and one Asian, selected from a panel of three chosen by the Indian Chamber of Commerce, have now been appointed to the Council.

132. Two meetings of the Protectorate Council have been held this year at which a number of matters of considerable interest and importance were discussed. The most important question which the Council was asked to consider was that of the levying of an education rate by the native authorities and the unanimous decision of the Council in favour of a rate of 1s. to be paid by all tax-payers was an indication of the Council's interest in education.

133. In May 1948, the Secretary of State received a delegation from the Nyasaland African Congress and discussed with them matters relating to African education in the Protectorate. One of the delegates, Mr. E. A. Muwamba, has since been appointed to the Legislative Council.

134. Much attention has been paid during the year to the question of improving the machinery of local government. In order to bridge the gap between the native authorities and their village headmen steps are being taken to develop a system of group headmen and to establish in each group a council on which Africans of a more educated and progressive calibre will be encouraged to serve. Similarly it is hoped that an increasing number of Africans of this type will be brought on to the councils at the higher levels. Another important administrative measure for the development of local government has been the extension of the council system to village levels. The aim is to develop local bodies in the rural areas which are fully representative of the people, with the increasing introduction of the more progressive elements, who are expected to take an interest in development and welfare plans.

135. *Northern Rhodesia.*—In July, 1948, the Secretary of State had discussions in London with the Governor, three unofficial members of the Legislative Council and two Africans nominated by the African Representative Council on the subject of certain constitutional proposals put forward by unofficial members early in 1948. The proposals were designed to make the executive in Northern Rhodesia responsible to the legislature, the Unofficial Members of which would submit the names of Unofficial Members to the Governor for appointment to the Executive Council. The four Unofficial Members of Executive Council would each have ministerial responsibility for a group of departments. There was, however, considerable opposition to these proposals for a large measure of self-government from the African community and, in view of this, it was agreed that they should not be proceeded with. At the same time, it was considered most desirable that members of the non-official community should play a greater and more direct part in the administration of Northern Rhodesia. It was accordingly agreed that the Executive Council should include four Unofficials, one of whom would, as at present, be one of the members of Legislative Council nominated to represent African interests. The remaining three Unofficial Members would be appointed from among the elected members of Legislative Council. One or two of the four Unofficial Members would be given responsibility for groups of departments, retaining their seats as elected members in Legislative Council and not becoming officials. This arrangement, which has been put into effect, leaves the door open for the advancement of Africans to appointment to the Executive Council when they are ready for this. Under the new arrangement the views of the Unofficial Members will carry the same weight in Executive Council as they do in Legislative Council, subject to the Governor's reserve powers. The management was clarified as a result of discussions with the Governor and the Unofficial Members during the Secretary of State's visit to Northern Rhodesia in April, 1949. It was agreed that it should be understood to mean that, without prejudice to the constitutional position of the Executive Council, the Governor will accept the advice of the Unofficial Members of the Executive Council when the four Unofficial Members

are unanimous, except in cases where he would feel it necessary to use his reserve powers. One Unofficial Member of Executive Council, in the person of Mr. G. B. Beckett, has been appointed to exercise general supervision of the Departments of Agriculture, Veterinary Services, Forestry, Game and Tsetse Control and Water Development and Irrigation.

136. No changes were made in the structure of the Legislative Council as a result of the discussions and the new constitution described in paragraph 110 of last year's Report became effective when the Legislative Council met in November, 1948, under the presidency of a Speaker. At this meeting the two African members took their seats for the first time, and the composition of the Council, apart from the Speaker, is now ten European elected members, two European unofficial members representing African interests, two African unofficial members and nine official members.

137. The native authority system is being reorganised in order to improve its efficiency and to allow competent Africans, whether or not they enjoy traditional authority, to share in the management of local affairs. Strong area or district councils with full local executive and legislative authority have been built up, each with a single treasury controlling all local authority revenues in the area. These larger authorities or councils are composed partly of traditional chiefs and headmen and partly of competent, educated, younger men, selected at present by the chiefs themselves. They will later be elected at parish meetings. From these non-traditional councillors, each council now appoints, as its salaried executive officers, "secretaries," who are made responsible for running groups of local services such as education and welfare, health, and agriculture. In this way, men with talent and energy are being brought into local government alongside the traditional leaders. The former subordinate native authorities have been found to be uneconomical administrative units; they have now become local agents of the district councils. Reforms on these lines have been initiated in the Eastern, Southern and Northern Provinces during the year.

138. Training for African local government staff, it is recognised, is essential to the success of this reorganisation. A local government training school for this purpose to be directed by an experienced District Officer, is therefore to be established this year. Courses will be given to native authority employees and especially to the non-traditional councillors who are to act as responsible executive officers of the local authorities.

139. Another key to progress in African local government is the provision of adequate revenues for local authority treasuries. It is even more important that African local authorities should feel a genuine responsibility for increasing their revenues and for spending them for the improvement of their areas. To encourage this, the Northern Rhodesia Government is examining the possibility of reorganising the system of native taxation so that a greater proportion of the tax may be paid in the form of local rates to native authorities instead of directly to the central Government. This enquiry is part of a general investigation into the division of responsibility between the central and local government authorities for services in the rural areas.

140. All these advances are in line with the accepted policy for the development of an efficient and representative system of African local government.

#### AFRICAN REGIONAL ORGANISATIONS

141. *West Africa*.—The third meeting of the West African Council was held in Accra on the 14th, 15th and 16th November, 1948, under the chairmanship of the Secretary of State. The meeting, which was attended by the Governors of Nigeria, the Gold Coast, Sierra Leone and the Gambia and the

head of the African Division of the Colonial Office, afforded an opportunity for a valuable exchange of views and information between the Secretary of State and the Governors on questions of common interest to the West African territories. The work of the Council was reviewed in the course of the meeting, and it was agreed that the Governor of Nigeria should be appointed Deputy Chairman, and should preside at meetings of the Council when it was not possible for a Colonial Office Minister to attend. The Council also agreed that its Secretariat should continue to arrange inter-Colonial and international conferences on technical subjects of common interest and should have a special responsibility for the development of research services in West Africa.

142. During the year under review, the Secretariat of the Council organised a series of conferences to consider the varied problems of import licensing, public works, forestry, labour, meteorology, defence and education. In the field of research it continued to be responsible for the administration of the West African Cocoa Research Institute; and it also assumed responsibility for the West African Institute of Trypanosomiasis Research, and for the establishment of agricultural, veterinary, forestry and building research organisations.

143. The importance which is attached to the maintenance of liaison with the French authorities was emphasised, and the machinery of contact extended, by a number of developments which took place during the year. In addition to exchange of visits between officers in the Colonial Departments of the metropolitan Governments who are concerned with West African affairs, the Chief Secretary of the West African Council visited Dakar to discuss matters of common interest with the authorities of French West Africa and also attended discussions in the Ministry of Overseas France. Arrangements were made for the secondment of an administrative officer from the Gambia to the staff of H.B.M. Consul-General at Dakar with the rank of Vice-Consul and also for the addition to the staff of the West African Council of an officer charged especially with liaison duties with the French Colonial authorities in West Africa. It is hoped that both officers will travel widely in French territories to maintain contacts and study the systems of administration.

144. *East Africa.* Since their establishment on 1st January, 1948, the East Africa High Commission and the East African Central Legislative Assembly have each held three meetings and each body will meet again in April, 1949. The meetings of both bodies have been characterised by a spirit of co-operation among members which has made the complicated process of establishing and co-ordinating the numerous common services much easier of accomplishment than could have been foreseen. This co-operative spirit is especially noticeable among the members of the Central Legislative Assembly. The Unofficial Members, who are in a majority in the Assembly, have formed an Association outside the Council Chamber to facilitate the study of East African problems while the Assembly itself is in recess. The establishment of this Association is perhaps the most striking single instance of the way in which the working of the High Commission and the Assembly have minimised the political, economic and racial differences between territories and members and enabled them to devote their energies to the progress of East Africa as a whole.

145. The Kenya and Uganda Railways and Harbours Administration and the Tanganyika Railways and Ports Services were amalgamated to form the East Africa Railways and Harbours Administration on 1st May, 1948. Amalgamation of the Kenya and Uganda and the Tanganyika Customs

Department as the East African Customs and Excise Department became effective on 1st January, 1949. These amalgamated services come under the administrative control of the High Commission.

146. The High Commission has also taken over from the territorial Governments the administration of a number of Colonial Development and Welfare Schemes concerned with research into Agricultural, Veterinary, Tsetse and Trypanosomiasis problems and with Higher Education, since these are of common concern to all East African Governments. The East African Agricultural and Forestry Research Organisation and the East African Veterinary Research Organisation have been set up during the year.

147. Sir Geoffrey Northcote, whose death in July, 1948, is a most serious loss to East Africa, has been succeeded as Speaker of the Central Legislative Assembly by Sir Guy Pilling, formerly British Resident, Zanzibar.

148. *Central Africa.* The Central African Council held its seventh and eighth meetings in April and December, 1948. Among subjects discussed were the organisation of research in Central Africa, hydro-electric power, communications, joint services, broadcasting and tourist traffic. A scheme for a joint Meteorological Service embracing Northern and Southern Rhodesia and Nyasaland was approved in principle.

#### (d) The Far Eastern Territories

149. During the period under review the whole of South East Asia and China were restless. Conditions in Burma, French Indo-China and Indonesia were disturbed, while in China the advance of the Communist forces had repercussions throughout the great communities of Chinese dwelling in every country of South East Asia.

150. The region has been chosen as the subject of the first of the regional reports which the Secretary of State is presenting to Parliament to accompany the comprehensive annual report.

151. *Federation of Malaya.*—The Federal Constitution was inaugurated on the 1st February, 1948. In October, 1948, a Committee was appointed to enquire into the working of the new administrative machinery, with particular reference to the relations of the Federal Government with the State and Settlement Governments. Kuala Lumpur, the Federal capital, was created a Municipality, bringing the number of Municipalities in the Federation of Malaya to three, Georgetown (Penang) and Malacca being the old foundations.

152. The main feature of the year has been the grave outbreak of armed violence instigated and led by the Malayan Communist Party. During the Japanese occupation the resistance forces (the Malayan Peoples' Anti-Japanese Army), which were composed almost wholly of Chinese, were under the direction of the Malayan Communist Party. They received, by air and submarine, large quantities of arms, and British officers and wireless operators to train them and establish communication with the Supreme Allied Command. On the collapse of the Japanese there was a gap of several weeks before British and Indian troops landed in strength, and the Chinese guerillas established themselves in many villages and small towns throughout the country. Their excesses were the cause of serious clashes between Chinese and Malays in the autumn of 1945 and the early months of 1946. In December that year the M.P.A.J.A. was disbanded, but it is known that substantial quantities of arms were concealed.

153. Before the war the Communist Party had been illegal in Malaya. After the war, in recognition of the part it had played in the resistance movement, it was allowed to function openly, and gained considerable influence over the nascent trade union movement. During 1946, 1947 and the earlier part of 1948 the Communists sought repeatedly to cripple Government by strike action accompanied by violence and intimidation. In the first five months of 1948, for example, 252,608 man days were lost through strikes, and on the 31st May, there were 28 strikes, involving over 6,000 men, in progress. However, the growth of genuine trade unionism, and the improving living conditions of the workers, were making the success of the Communists' policy less and less likely, and in the early months of 1948 the Malayan Communist Party deliberately decided on armed action. This new policy was in line with that adopted during the year by Communist Parties in Burma, Java and Korea. On the 1st June a strong force of police had to be used to clear 200 Chinese labourers from an estate in Johore where they had taken control. Murderous attacks on the managerial staffs, European and Asian, of rubber estates, on local Chinese leaders and other opponents of the Communists mounted. On the 16th June 3 European planters in Perak were murdered in their bungalows by a gang of Chinese armed with sten guns. A State of Emergency, which had been proclaimed on 16th June in certain areas of Johore and Perak, was extended by the 18th to the whole of the Federation, and the authorities were armed with far-reaching powers to deal with the situation which had arisen. On the 23rd July the Malayan Communist Party and three satellite organisations were declared illegal. Effective action was taken to increase the size of the Regular Police Force, and to recruit many thousand Special Constables and fifty in 600 European officers and N.C.O.'s, mostly former members of the Palestine Police Force, to train and lead them. Additional troops were moved to Malaya—the First Battalion of the Royal Inniskilling Fusiliers from Hong Kong, the 4th Hussars (a Divisional Regiment of the Royal Armoured Corps) and, later, the 2nd Guards Brigade, from the United Kingdom. The training of the Second Battalion, the Malay Regiment was completed and a Third Battalion raised. In vigorous operations the attempt of the armed Communist bands to disrupt the country's economy and establish areas under their control was foiled; by the end of May, 1949, 585 had been killed and large numbers captured in operations, while many suspects had been detained. One of the more difficult problems facing the security forces has been the ease with which the Chinese bandits have been able to pass backwards and forwards across the frontier of Siam, which runs for most of its length through difficult mountain country, thinly populated and covered with thick jungle. The Siamese authorities have given ready co-operation in dealing with bandit gangs, and successful conferences of Military and Police Officers and of local administrative officials, Siamese and Malayan, have been held. An important move against the bandits, who only too easily mingle with the general mass of the Chinese population, has been the introduction of National Registration, with identity cards bearing photographs and fingerprints.

154. The Communist campaign has nothing in common with the genuine nationalist movements in South East Asia, nor was it provoked by genuine labour unrest. It was the work of a few thousand Chinese, mostly born outside Malaya. The Malays are determined to end this attempt to impose upon them a ruthless alien tyranny. The mass of Indian labour, freed from the Communist bosses who dominated the trade unions, and who disappeared, in many cases with the Union funds, when the campaign of violence started, are building up with the support of Government a healthy and democratic trade union movement. European planters and miners and their staffs, and the great bulk of the population of all races have shown in the face of danger



and difficulty the greatest steadfastness. The Government has taken firm action to reassure the Chinese population, who, though all but a small minority repudiated the criminal acts of the bandits, had suffered the full weight of the Communist attack. Of 395 civilians killed, no less than 268 were Chinese. The courageous Chinese leader Dr. Ong Chong Keng was brutally murdered. Intimidation forced many to pay "protection money" to the bandits, and to help them in other ways. The squatter areas where bandits and peaceable cultivators are often inextricably intermingled, and which present a serious social and security problem, have been tackled by resettlement and other measures of social amelioration, while persons in the squatter areas who fail to disassociate themselves from the bandits are being repatriated to China. Action has also been taken against well-to-do Chinese who by paying "protection money" contribute to the bandits' funds. Leaders of the Chinese community formed in January, 1949, a Malayan Chinese Association, open to all who have made their home in the Federation, with the object of co-operating with Government and other communities in restoring peace and good order. Informal meetings of the leaders of all communities have also taken place with a view to bringing their communities closer together.

155. By the end of the year it was clear that the bandits had failed in their main objectives and that considerable progress had been made by the security forces. The situation still remained serious, however, despite the many encouraging features and substantial and rapid progress is likely to depend on the degree to which the Chinese will join the other communities in giving information of bandit movements and resisting extortions and intimidation. Side by side with security operations, positive measures, which are described in the accompanying report on the South East Asia region, were taken to press on with social and economic advance. The financial stringency caused by the heavy cost of the emergency was, however, a factor retarding progress in this direction and economic expansion has undoubtedly been restricted by the disturbed conditions in the territory. His Majesty's Government have accepted the necessity of rendering the Federation such assistance, by way of free grant as will be necessary to cover that part of internal security expenditure in 1949, which cannot be met from its own resources.

156. Details of production figures which are given elsewhere in this Report and which show an increase over the 1947 figures in the case of every commodity prove in a remarkable manner that the bandits, far from disrupting the country's economy, have failed even to interfere seriously with the primary industries of Malaya. A War Damage Compensation Scheme of the order of £55 million, to which His Majesty's Government have offered to contribute a grant of £20 million and an interest-free loan of £18½ million, is now under consideration by the Legislative Councils of the Federation and Singapore.

157. Sir Edward Gent was killed when the aircraft in which he was returning to London for consultations crashed on the 4th July. Sir Henry Gurney succeeded him as High Commissioner, assuming on the 6th October.

158. *Singapore*.—The first meeting of the reconstituted Legislative Council was held on the 1st April, 1948. In November, 1948, in the light of the experience gained by the work of the Legislative Council during the year, the laws dealing with elections to the Legislative Council were amended, the main purpose being to extend the right to vote to persons born in the Federation and the Borneo territories, and to abolish plural voting.

159. During the year legislation was passed for the reconstitution of the Municipal Commission, providing for the election of 18 out of the 27 members

of the Commission. The first elections are to be held in April, 1949, and subsequent elections will be held in December of each year, when one-third of the members of the Commission will automatically retire in rotation. Registration of voters for the April election was completed on the 30th December, 1948, by which time 8,688 persons had registered.

160. In April, 1948, a serious wave of strikes was fomented in the Harbour Board area, and in rubber packing factories. There were several ugly incidents, and demonstrations were threatened for May Day. Firm action by Government, however, prevented disorder, and there have been no outbreaks of violence in the Colony. As a precaution, however, a state of Emergency was declared on the 28th June, and on the 23rd July the Malayan Communist Party was banned.

161. *North Borneo*.—Proposals for the establishment of Executive and Legislative Councils, referred to in the 1947-1948 Report, have received approval, and the necessary instruments are in course of drafting.

162. Progress in the development of local administration has been held up by staff difficulties and the consequent delay in conducting the necessary preliminary investigations. It is hoped however that detailed proposals for the establishment in the more important towns of representative bodies to manage municipal affairs and of local authorities in the rural areas will shortly be completed.

163. The first step towards the development of North Borneo's rich natural resources must be restoration of the wartime damage and devastation; this is being energetically pursued. A beginning has been made with reconstruction, mainly on temporary lines, of buildings and utilities. Trade has shown a marked degree of recovery: exports were valued in the calendar year 1948 at more than £4 million. Rubber production was over 20,000 tons, a figure only once before exceeded, and production in the valuable timber industry also has been largely restored. Plans for mechanised rice cultivation and for the rehabilitation of the Manila hemp industry, previously in the hands of the Japanese were approved. Shortage of labour remains the biggest obstacle to further progress. To regulate the Colony's development a Reconstruction and Development Plan has been produced covering the years 1948-55, and has received approval.

164. A financial settlement, announced in Parliament in December, 1948, provides for free grants from His Majesty's Government to assist in rehabilitation over the next two to three years, after which the Colony, which is also contributing by introducing measures to increase revenue, including the imposition of Income Tax, should be independent of further financial assistance. At the same time a War Damage Compensation scheme for all the Borneo territories was announced; His Majesty's Government have agreed to contribute largely to its cost by grants and loans.

165. *Sarawak*.—The establishment of local government authorities (mentioned in paragraph 140 of last year's Report), is going forward. This development is aimed at associating the people more closely with their Government and affording them a means of training in democratic and constitutional activities. In addition to municipal authorities, having jurisdiction over about 53,500 persons, there now exist local authorities with jurisdiction over some 64,500 people. It is expected that more local authorities will be set up this year, covering another 122,000 persons. (The total population is just over 546,000.) The new authorities are being aided by government grants and are assuming responsibility for the payment of certain junior

officials and for the financing of primary education. They will assume further responsibilities in respect of local services as they gain in experience and competence.

166. Two professional Circuit Judges have been appointed with the objects of relieving senior administrative officers of judicial work and of improving the level of work in the lower courts.

167. *Brunei*.—There have been no constitutional developments during the year. The administrative changes mentioned in last year's report, as a result of which the Governor of Sarawak assumed the duties of High Commissioner for Brunei, took effect in May, 1948, and are working smoothly. The process of replacing officers seconded for service in Brunei from the Malayan Establishment by officers seconded from Sarawak is proceeding but is not yet complete.

168. *Hong Kong*.—During the past year the rapid movement of events in China has presented the Hong Kong Government with a number of problems. With the extension of hostilities in China plans were made for the reception in Hong Kong of British subjects who might have to be evacuated from Shanghai and elsewhere. At the same time numbers of Chinese refugees, mostly well-to-do, have made their way to Hong Kong with the result that the already critical housing shortage has been aggravated and rents further inflated. Attention has been given to the danger of a mass influx of Chinese refugees such as might threaten if hostilities spread to the southern provinces of China adjoining the Colony. Because of the difficult land frontier and long coastline of the Colony this is not a problem capable of easy solution.

169. The prosperity of the Colony has not so far been adversely affected by events in China. Indeed, the flight of capital from Shanghai to Hong Kong has resulted in some increases in revenue from indirect taxation. Nevertheless if the changing situation in China should result in a permanent disruption of trade, the long term effect on Hong Kong cannot but be adverse.

170. The legislation required to bring into operation the constitutional changes approved by the Secretary of State has been published for public study and comment.

171. In October, 1948, after further negotiations with the Chinese Government regarding the extent to which their Maritime Customs cruisers might be permitted to patrol British territorial waters, an Ordinance was passed in Hong Kong giving effect to the Hong Kong Customs Agreement with China which had been initialled in Nanking in January, 1948.

172. On 22nd December, 1948, an ordinance was passed providing for the reconstitution of the Hong Kong Defence Force. This force will consist of volunteers who may be of any nationality and is to be organised on a combined services basis. Recruiting for the Infantry component (one battalion) started in January, 1949; small Naval and H.Q. cadres already exist; development of the Air component is being considered.

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

173. *Development of Closer Association*.—The recommendations of the Conference on the Closer Association of the British Caribbean Colonies held in Jamaica in 1947 are being translated into action. The British Caribbean Standing Closer Association Committee held their first two meetings in Barbados and in Trinidad in November, 1948, and March, 1949, respectively, under their Chairman, Major-General Sir Hubert Rance, G.C.M.G., G.B.E.,

C.B. The Committee decided that during the early stages of their work, in which their conclusions were necessarily tentative, they would not make public the course of their deliberations, but it may be said that they have already covered a wide field of constitutional, administrative, and economic problems, and have reached a substantial measure of agreement about the proposals to be made in those connections. Arrangements have now been made for the attendance, as Observers, at the meetings of all the bodies concerned with the problems of closer association, of representatives of the Cayman Islands, the Turks and Caicos Islands, and the British Virgin Islands, which were not represented at the Montego Bay Conference, but will also be affected by the work of these bodies.

174. A British Caribbean Shipping Committee has now been formed and met for the first time in February, 1949, under arrangements made by the Chairman of the British Caribbean Standing Closer Association Committee, who also organised a Conference in January and February, 1949, for the discussion of the Resolutions of the Montego Bay Conference which related to the creation of a central body of primary producers representing all the British Caribbean Colonies, a British Caribbean Trade Commissioner Service in the United Kingdom, and a Regional Economic Committee representative of the Governments of the British Caribbean Colonies. The Commissions on a Customs Union for the British Caribbean territories, and the unification of the public services of those territories, have been at work since the autumn of 1948. The Chairman of the former is Mr. J. McLagan, formerly Comptroller of Customs and Excise in Iraq; he is assisted by Mr. J. Gallacher, until recently Deputy Chief Inspector of H.M. Customs and Excise in the United Kingdom, who combines the functions of a second Commissioner with those of Secretary of the Commission. The Chairman of the latter Commission is Sir Maurice Holmes, formerly Permanent Secretary to the Ministry of Education. The other members of both Commissions are representatives of the Governments concerned.

175. Sir Hubert Rance has also succeeded Sir John Macpherson, now Governor of Nigeria, as British Co-Chairman of the Caribbean Commission.

176. The opportunity has also been taken to make certain changes in the Development and Welfare Organisation in the West Indies. The post of Comptroller of the Organisation, held first by Sir Frank Stockdale, and after him by Sir John Macpherson, has been discontinued. The Organisation now consists partly of a cadre of expert advisers under Sir Hubert Rance, available to assist the British Caribbean Governments in dealing with the problems falling within their respective spheres of expertise, and partly of a joint Secretariat serving the needs of the British Caribbean Standing Closer Association Committee and the Development and Welfare Organisation as a whole.

177. *Barbados*.—In April, 1948, approval was given for an increase in the membership of the Legislative Council from 10 to 15. This was done to broaden the basis of the Council and include members acceptable as representatives of the general public rather than of sectional, business, or other economic interests. Elections for the House of Assembly were held in December, 1948. The results were:—

Progressive League	...	...	...	...	...	12
Electors' Association	...	...	...	...	...	9
Congress Party	...	...	...	...	...	3

The Progressive League have increased their representation by one and the Electors' Association by three.

178. The appointment of Sir Hilary Blood to be Governor of Mauritius was announced in February, 1949; Mr. A. W. L. Savage is to succeed him in Barbados. Sir John Maude, recently Permanent Secretary to the Ministry of Health, visited Barbados in August and September, 1948, to review the system of local government in the island.

179. *Bermuda*.—A Joint Committee of the Legislative Council and the House of Assembly was appointed to consider a petition forwarded to the Secretary of State by the Bermuda Workers Association requesting the appointment of a Royal Commission to investigate and report on social, economic and political conditions of the Colony. The Joint Committee presented its report to the Legislature in March, 1948.

180. As a result of its recommendations a Social Security Bill is at present under consideration by the House of Assembly, provision has been made in the 1949 Estimates for the necessary funds to meet the cost of introducing free elementary education, and a Bill to provide for such education has been drafted. Committees have been appointed to report on the franchise, the employment of coloured people in the Civil Service, housing, hospital facilities, vocational training, prison accommodation for youthful offenders and recreation facilities. The Committees on the employment of coloured people in the Civil Service, on vocational training, and on prison accommodation for youthful offenders and recreation facilities have now completed their reports.

181. The House of Assembly was dissolved on the 20th May, 1948, and elections were held from the 31st May to the 4th June. Ten new members were returned, including for the first time two women.

182. *British Guiana*.—Certain recommendations of the Legislative Council of British Guiana on the subject of constitutional reform were discussed with the Governor during his visit to this country in the autumn and it has been decided that an independent commission should be appointed by the Secretary of State to consider the questions of revision of the franchise and reform of the Legislative Council. The commission will be appointed in time to enable decisions to be reached, and any consequent reforms to be effected, before the elections for the next Legislative Council in 1953.

183. *British Honduras*.—The level of salaries in the public services has for some time been out of relation with the present cost of living. In May, 1948, approval was given to revision of salary scales after recommendations had been submitted by a Commission appointed for the purpose.

184. *Anglo-Guatemalan Dispute over British Honduras*.—Despite the exchange of a number of Notes on this subject between His Majesty's Government and the Government of Guatemala, it has not proved possible to arrive at means of settlement acceptable to both Governments. The Government of Guatemala have challenged the legal title of His Majesty's Government to the sovereignty of British Honduras. His Majesty's Government have repeatedly demonstrated their willingness to refer this claim in law for decision in law by the proper authority, the International Court of Justice at the Hague, which was set up under the Charter of the United Nations expressly to deal, *inter alia*, with disputes of this kind. Although their claim is of a legal character, the Government of Guatemala have consistently refused to join His Majesty's Government in accepting the jurisdiction of the International Court unless the Court were authorised to decide the dispute *ex aequo et bono*. There is no precedent for the invocation of this principle by the parties to a dispute before the Court, and it is

unacceptable to His Majesty's Government, since it would make possible the introduction of extraneous and irrelevant considerations into a purely legal issue. His Majesty's Government have on a number of occasions emphasised their readiness, once the legal issue has been decided, to enter in the most friendly manner into negotiations with the Government of Guatemala for an amicable solution of the other differences between them.

185. *Jamaica*.—During May and June, 1948, Sir John Huggins was in London for discussions on the Jamaica constitution. The House of Representatives has since accepted the recommendations of the Select Committee on the constitution. The present constitution was introduced in November, 1944, for a trial period of five years. Other Jamaican questions, mainly economic, were also discussed with the Governor.

186. During the summer of 1948 Mr. Bustamante, Minister of Communications and Leader of the House of Representatives, came to England on a private visit. He took the opportunity to visit the Colonial Office to discuss Jamaican affairs, and to give his personal views on constitutional change.

187. *Leeward Islands and Windward Islands*.—Representations have been made by the Legislative Councils of individual presidencies and colonies for the implementation of the resolutions on constitutional reform of the Conferences at Grenada in 1945 and at St. Kitts in 1947 on the closer union of the Windward Islands and Leeward Islands, and these representations are being considered in consultation with the Governors. The Governor of the Leeward Islands, Earl Baldwin of Bewdley, came to London in February 1949 at the invitation of the Secretary of State, to discuss certain administrative and other problems.

188. *Trinidad and Tobago*.—The recommendations of the Constitutional Reform Committee reported in paragraph 156 of last year's report were considered at meetings of the Legislative Council held on the 30th April and the 3rd May, 1948, when the majority report was accepted with the following amendments:—

“(i) the members of the Executive Council other than its ex officio members should consist of seven elected and three nominated members of the Legislative Council all of whom shall be elected by the Legislative Council ;

(ii) no distinction should be drawn between elected members and nominated members with respect to the contemplated functions and activities of the unofficial members of the Executive Council ;

(iii) the Speaker of the Legislative Council should have neither an original nor a casting vote ;

(iv) whilst it is agreed in principle that a Public Services Commission should be set up, the appointment, composition and functions of such a Commission require further consideration after consultation with the Civil Service Association of Trinidad and Tobago.”

Later in the year the Secretary of State discussed the proposals with some members of the Executive Council and the Legislative Council who came to this country and many resolutions were received from representative bodies in the Colony. The Secretary of State also discussed the problem with the Governor who visited London for the purpose in September. After giving the fullest consideration to the problem in the light of the reports of the Constitutional Reform Committee and of the representations which he had

received, the Secretary of State informed the Governor, in a despatch dated the 7th January, 1949, that he had come to the conclusion that the new constitution should provide for:—

(i) A Legislative Council of three ex officio, five nominated and eighteen elected members presided over by a Speaker appointed by the Governor from outside the Council. The Speaker will have neither an original nor a casting vote;

(ii) an Executive Council of three ex officio members, one nominated member (appointed by His Majesty on the recommendation of the Governor), and five elected members to be elected by the Legislative Council; and

(iii) reserve legislative powers, to be used only when a question of public order, public faith, or good government is involved.

In addition, arrangements should be made for the unofficial members of the Executive Council to be actively associated in the work of administration of Government Departments. The establishment of a Public Services Commission is also planned. This despatch was laid before the Legislative Council on the 19th January.

189. As a preliminary to the new constitution a Committee has been appointed to make recommendations for the fresh delimitation of electoral districts which will take account not only of the proposed increase in the number of elected members in the Legislative Council from 9 to 18, but also the distribution of population and the size of the electorate in the respective constituencies.

190. The Committee appointed by the Governor in February, 1948, to examine the possibility of improving the system of local government in the Colony has continued to meet during the year.

191. The Port of Spain City Council and the Borough Councils of San Fernando and Arima have agreed that the Secretary of State should be asked to appoint a Commission of persons expert in the United Kingdom or in the Commonwealth and Empire on the relationship, financial and otherwise, of local government bodies with the Central Government, to visit the Colony and *inter alia* to examine the financial relationship between the Government and the Port of Spain City Council and the two Borough Councils and to examine in all their aspects the financial policy and the financial administration of the three Councils. Steps are being taken to set up this Commission. It is hoped that the Commission, while in the Colony, will give advice and guidance to the local committee on local government mentioned in paragraph 190.

#### (f) The Mediterranean Territories

192. *Malta*.—As indicated in the 1948 Annual Report, a Malta Government Delegation visited London in March 1948 to discuss the continuation of food subsidies and certain other outstanding matters, as a result of which His Majesty's Government agreed in April, subject to certain conditions, to contribute up to a maximum of £300,000 towards Malta Government expenditure on subsidising food in the financial year 1948-49. The Minister of Finance in introducing his 1948 Budget proposals stated that the Malta Government had decided to implement the recommendations of a Salaries Revision Committee which, before the new Constitution, had put forward

certain proposals in favour of wages increases for Government employees and for the removal of certain anomalies. These measures led to similar demands from the Dockyard employees and it was finally agreed between the Admiralty and the representatives of the Dockyard employees that the matter should be submitted to arbitration. A Board of three Arbitrators presided over by Sir Charles Doughty, K.C., heard the case in January 1949 and announced as their award an increase of 10s. a week in basic wages for unskilled labourers and 13s. a week for skilled and semi-skilled workmen.

193. In April 1948, to mark the new constitutional position, the Malta Government raised the status of their representative in London to that of Commissioner-General. Mr. Edward Ellul was appointed to this post.

194. *Cyprus*.—Constitutional development in Cyprus has been held up by the fact that the constitutional proposals laid before the Consultative Assembly in a despatch from the Secretary of State in May were rejected by the seven Left Wing members who simultaneously resigned from the Assembly. In view of this defection it was decided that it would be impossible to proceed and that the Assembly should be dissolved. The Governor made it clear however in a statement on the 12th August that the constitutional proposals were not withdrawn and could be re-examined at any time if the Cypriots so desired. He suggested that the issue had been obscured by clamour for union with Greece on the one hand and for self-government on the other, neither of which could be contemplated.

195. The Governor, Lord Winster, made it known that he wished to be released from his appointment since, the efforts to secure acceptance of the Constitution offered to the Island having proved unavailing, the primary purpose for which he undertook it, namely the constitutional reform proposed in October 1946, no longer existed. He came to England on leave, and for consultation, in November and returned to Cyprus in January. His resignation took effect in February.

196. Tension between the Left and Right Wings of the Greek Cypriot population increased during the latter part of 1948 and strikes, particularly a building strike which lasted through the summer months, gave occasion for a number of acts of violence and other breaches of the law. In his Address on the Budget in January, 1949, Lord Winster made it clear that the first duty of Government must be to preserve law and order and announced that the 1939 Emergency Powers Order in Council would be published so that there might be no doubt as to the powers Government held in reserve. During the winter the situation became, at least temporarily, quieter.

197. The Church took an increasingly strong line against Communism as the year went on and, in December, Communists were precluded from voting in the Ecclesiastical elections.

198. *Gibraltar*.—The main political event in Gibraltar in 1948-49 was the announcement made in the House of Commons and simultaneously in the Colony on the 24th November that a Legislature would be established, as soon as the necessary instruments could be prepared, to consist of the Governor, the Colonial Secretary, Attorney-General and Financial Secretary, five elected and two nominated members. This announcement followed upon prolonged examination of the problem in Gibraltar culminating in an inquiry conducted by the Minister of State for Colonial Affairs, during a visit to the Colony in September, 1948, into the division of functions between the proposed Legislature and the existing City Council.



199. The repatriation of evacuees had continued more briskly than was expected during the first half of 1948 and there was a corresponding slowing down in the second part of the year ; but by now only a few hundred evacuees still remain in the United Kingdom. The completion of the first blocks of the new Gibraltar permanent housing scheme early in 1949 is leading to a wholesale reshuffle of the civilian population as families are progressively moved out of transit centres, Nissen huts, and overcrowded dwellings and into the new blocks.

200. The financing of the housing programme is likely to remain Gibraltar's main preoccupation for a considerable time to come, and to overshadow all purely political questions.

#### (g) The Western Pacific Territories

201. *Fiji*.—A new procedure was approved for the appointment of non-official members to the Executive Council. On the occurrence of a vacancy in one of the three racial groups (Fijian, Indian and European) unofficial members of the Legislative Council belonging to that group are requested to put forward one of their number for appointment by the Governor to the Executive Council. Hitherto members of the Executive Council have been nominated by the Governor. The new procedure involves no amendment to the Letters Patent but is an administrative arrangement whereby unofficial members may advise the Governor on new appointments.

202. A committee of unofficial Members of Legislative Council has been set up to make recommendations concerning the revision of the Colony's constitution.

203. The issue of the Fijian Affairs Regulations 1948 by the Fijian Affairs Board carried a step further the reorganisation of the Fijian Administration. In particular the composition of the Council of Chiefs and the Provincial and District Councils was broadened and the election of members by ballot was introduced into the two former bodies.

204. *British Solomon Islands*.—In spite of the continued shortage of labour and means of transport important steps have been made towards the rehabilitation of the copra industry in the Protectorate. A regular shipping service has now been established between the Protectorate and Australia.

205. Police action had to be taken during the year against a recrudescence of the "Marching Rule" movement in certain areas particularly Northern Malaita.

206. The rebuilding of the capital at Honiara is proceeding.

207. *Gilbert and Ellice Islands*.—The economic rehabilitation of those islands in the Gilbert and Ellice group which were devastated during the war has made substantial progress. The financial position of the Colony has greatly improved in the period under review, and whereas assistance will continue to be required from His Majesty's Government to finance the cost of rebuilding Government buildings destroyed during the war, the annual costs of ordinary administration are expected to be met from revenue.

208. A serious strike took place in Ocean Island in May among the Gilbert and Ellice islanders employed by the British Phosphate Commissioners and it was necessary to repatriate the greater part of these workers.

#### (h) Other Territories

209. *Aden*.—The Aden Legislative Council, created by the Aden Colony (Amendment) Order, 1944, consists of the Governor as President, four ex-officio Members, not more than four Official Members and not more than eight Unofficial Members. The ex-officio Members are the Air Officer Commanding, the Chief Secretary, the Attorney-General and the Financial Secretary. The Council continues to function satisfactorily.

210. In November, 1948, the Governor of Aden paid a visit to the King of the Yemén (the Imam) at the latter's request. The meeting was a very cordial one and has resulted in an improvement in the relations between His Majesty's Government and the Government of the Yemén.

211. In the Eastern Aden Protectorate there has been an unfortunate failure of rains with a consequent severe scarcity of food and threatened famine conditions. The Governor of Aden has taken active measures to meet the situation, and to send out quantities of grain to the affected area, which lies about 100 miles inland in and near the Hadhramaut Valley. Owing to a shortage of transport due to the debilitation of transport animals the Governor asked for assistance from the Royal Air Force in Aden for the conveyance of grain from the sea coast over the mountains to the affected districts, and this assistance is being generously and very effectively given.

212. *Mauritius*.—The new Constitution which had received the approval of His Majesty in Council on the 19th December 1947 was formally proclaimed by the Governor on the 5th June 1948. The first elections under it were held on the 9th and 10th August, as a result of which 11 Indo-Mauritians and eight members of the general population were elected to fill the 19 elective seats. With the subsequent appointment of 12 nominated unofficial members by the Governor the final distribution of unofficial seats in the Legislative Council as between the various sections of the community was 12 Indo-Mauritians, 18 members of the general population and one Chinese. The new Council includes for the first time two women, one of whom is an elected member.

213. The new Legislative Council was formally opened by the Governor on the 1st September 1948, when a member of the general population who had long served on the former Council of Government was elected as Vice-President. In accordance with the requirements of the constitutional instruments four members of the Legislative Council were selected by their fellow members for nomination to the Executive Council of the Colony. The four members in question include two Indo-Mauritians (one Moslem and one Hindu) and two members of the general population.

214. *Seychelles*.—The constitutional instruments amending the Constitution of the Colony of Seychelles which had received the approval of His Majesty in Council on the 11th March, 1948, were introduced by the Governor by proclamation on the 11th September, 1948. The elections for the four elective seats in the Legislative Council were completed by the 28th October, 1948: nominees of the local Taxpayers' and Producers' Association were elected to all four seats, two being returned unopposed. One British and one Seychellois were subsequently appointed by the Governor to serve as nominated unofficial members of the Council. The Executive Council of the Colony now includes two unofficial appointed members, one of whom is a member of the Legislative Council.

215. The opening session of the new Legislative Council was held on the 16th November. A case was subsequently taken to the Supreme Court of the Colony requesting that an order be made invalidating the proceedings

of the first meeting of the Legislative Council, on the grounds that, as the Governor had not then appointed the second of the two nominated unofficial members, the Council was not properly constituted for the purpose of the Order-in-Council. The Court ruled, however, that the plaintiff's contention must fail and that the Legislative Council meeting of which complaint was made was valid and effective.

216. *Falkland Islands and Dependencies*.—On the 26th November, 1948, the Falkland Islands (Legislative Council) Order in Council was made, establishing a reformed constitution for the Colony under which a degree of electoral representation on the Legislative Council has been granted for the first time. In future there will be on the Council six official members (three ex officio) and six unofficials, four of whom will be elected by popular vote and two nominated. The Governor, as President, will have a casting vote only. Of the four elected members, two will represent Port Stanley and the remaining two West and East Falklands respectively. The Legislative Council will legislate for the Colony; legislative power for the Dependencies is in the hands of the Governor. These and other matters are provided for in new Letters Patent and Royal Instructions approved by H.M. The King on the 13th December, 1948. The new Legislative Council met for the first time in March, 1949.

217. In the Falkland Islands Dependencies, the policy of maintaining British parties under the auspices of the Falkland Island Dependencies Survey has been continued during the year under review. With effect from the 1st April, 1948, responsibility for the executive control and administration of the Falkland Islands Dependencies Survey was transferred from the Colonial Office to the Governor of the Falkland Islands and the cost of the Survey is being met entirely from Dependencies revenues. The Falkland Islands Dependencies Survey vessel "John Biscoe" left the United Kingdom in October, 1948, with fresh personnel and stores and spent the Antarctic summer re-equipping the various F.I.D.S. bases in the Dependencies. Five bases are being maintained this season. The programme of scientific work continues, with greater emphasis on surveying, meteorology, and hydrography; while proposals are under consideration for re-establishing the whaling station at Deception Island in the South Shetland Group.

218. In August, 1948, the United States Government made proposals to the seven Governments claiming Antarctic territory which were designed to settle conflicting claims to sovereignty by the establishment of a limited form of international regime. These proposals were accepted in principle by His Majesty's Government in the United Kingdom in November, but most of the other Governments to which they were addressed had not, by the end of the year under review, felt able to return equally favourable replies to the United States Government.

219. Towards the end of 1948, in view of the imminence of the Antarctic summer season, bringing with it the risk of incidents between claimants which might exacerbate normal friendly relations, His Majesty's Government entered into conversations with the Argentine and Chilean Governments as a result of which the following statement was issued simultaneously in London, Buenos Aires, and Santiago on the 18th January, 1949:—

"Being anxious to avoid any misunderstanding in Antarctica which might affect the friendly relations between the United Kingdom, Argentine, and Chile, the Governments of those three countries have informed each other that in present circumstances they foresee no need

to send warships south of latitude 60° during the 1948-49 Antarctic season, apart of course from routine movements such as have been customary for a number of years.”

220. A statement issued in Washington on the same day said that the United States Government were very pleased to learn of this announcement and added that the United States Government did not contemplate sending any vessels to Antarctica during the 1948-49 Antarctic season.

221. The area south of latitude 60° includes all the Falkland Islands Dependencies except the small islands of the South Sandwich group. It does not include the Falkland Islands Colony nor South Georgia, which are well north of latitude 60°. The cruiser H.M.S. *Glasgow* visited Port Stanley in the Falkland Islands in February, 1949, after a goodwill tour of South American ports. The frigate H.M.S. *Sparrow* made a routine visit to the Dependencies during the Antarctic summer to accompany the “John Biscoe” on her tour of the bases.

### CHAPTER III

#### ECONOMIC DEVELOPMENT

##### (a) General Review

222. As stated in paragraph 286 of the Annual Report for 1947-48\* the expansion of economic activities in the Colonial Empire must be viewed as part of the long term efforts of the local Governments to strengthen their economies, improve their productivity and raise the standards of living in their territories. Without such economic development there can be no sound basis for the necessary social services or indeed for progress in the political and constitutional field. Since the convertibility crisis of 1947 it had become increasingly apparent that any programme for Colonial development to be successfully carried out needed to be considered in close relationship to the economic programme of the United Kingdom and in as much as the long-term programme of the United Kingdom under the European Recovery Programme needs to be concerted with those of the other participating countries, it has become increasingly necessary to consider our Colonial development programmes in relation also to the programmes of the other Western European nations particularly those which are themselves also Colonial powers. This does not mean that British Colonial economic policy is being subordinated to that of the United Kingdom or Europe. The primary criterion must continue to be the interests of the Colonies themselves, but in practice the interests of the United Kingdom and the Colonies are complementary. On the one hand the Colonies themselves depend to a large degree for their economic development on the ability of the United Kingdom to provide the basic means of development—finance, capital, consumer goods and skilled personnel. On the other hand the Colonies provide substantial quantities of basic raw materials and foods needed by the United Kingdom. In 1948 the Colonies contributed 9.7 per cent. by value of the total imports into the United Kingdom as compared with 5.3 per cent. in 1938. Moreover, the Colonies, with their large dollar earnings, contributed substantially to lessening the deficit of the sterling area with the Western Hemisphere. This contribution which the Colonial Empire is making to the solution of the balance of payments problem of the sterling area imposes an obligation on the United Kingdom and all Departments of His Majesty's Government to

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\* Cmd. 7433

assist the Colonies to the maximum degree to obtain the imports they need, both for development and current consumption. Thus the relationship is essentially one of mutual advantage. At the United Kingdom end, it is one in which many Government Departments besides the Colonial Office have an important part to play, and in this sense it should be regarded as a sort of "combined operation."

223. The year 1948-49 has been marked by the development of considerably improved techniques to this end both within the Colonial Office and between the various other Government Departments and the Central Economic Planning Staff. In this context the broad pattern of Colonial economic policy has been further examined in all its aspects and it is satisfactory to record that this review has served to confirm, in all essentials, the broad approach to Colonial economic problems described in last year's Annual Report.

224. The general policy mentioned above is thus seen to have four broad objectives:—

(i) To restore and improve the capital equipment of the Colonial territories so as to provide a firm basis for future development.

(ii) To promote those types of economic activity, whether primary or industrial production, in which the territories are best fitted to engage, having regard to the balance of their economies and the advantages of external trade.

(iii) To maintain and then raise the living standards of the Colonial peoples as rapidly as the level of their productivity permits.

(iv) To secure the mutual advantage of the United Kingdom and the Colonial territories, having regard to the finance, equipment and skill which the former may be able to provide.

These are the continuing objectives of Colonial economic policy. Capital investment—its amount and its distribution—will reflect the line of policy adopted. Though considerable development under Colonial conditions can be achieved without a very great capital outlay by teaching the people how to make more effective use of their existing resources by better cultivation and better hygiene, the pace of the advance will necessarily be slow—so slow indeed that it may be more than offset by a parallel growth of population. Substantial economic and social progress in the Colonies, particularly in view of the pressure of population, requires a more speedy advance and this implies greater capital investment. Without better transport, wider flood and irrigation control, progressive farming and forestry and more technical education, most Colonial producers will remain, as they have always been, on the margin of subsistence, victims of local glut and famine, pests and erosion. But the margin for saving in the Colonies themselves is as yet too narrow to provide more than a small fraction of the capital investment required. A responsibility for contributing towards the deficiency may be accepted by the United Kingdom; but the extent to which the responsibility can be fulfilled will depend on its own economic health.

Unless the sterling area as a whole succeeds in restoring the balance of its external payments at a high level, the United Kingdom itself will be unable to provide the overseas capital investment upon which the Colonial territories must rely if their economic development is to be accelerated. Again, the unbalanced external payments of this and other countries act as a powerful force tending to restrict the volume of world trade, whereas the interests of both the United Kingdom and the Colonies are best served

by a flourishing international market freely absorbing all that they can produce. Both these considerations require a short term shift of emphasis in Colonial development. The Colonies, in their own interest as much as in the interest of the United Kingdom, should aim to make the maximum contribution that their resources permit to the early attainment of a balance in the external payments of the sterling area. This is not a fifth objective to be added to those stated above. It is, however, a consideration which is bound to influence the policy adopted in pursuit of those objectives.

225. An attempt has been made in the course of the general review referred to above to analyse the present pattern of investment in the Colonial Empire. During 1948 a first attempt was made to get from many of the Colonies some idea of the current level of investment which was being undertaken. Difficulties of collection of statistics made it very probable that the totals, particularly for agriculture, were understated. On the other hand, shortage of imported materials and equipment, as well as limitations within the Colonies themselves, would have resulted in the work accomplished falling short of what had been projected. It cannot, therefore, be claimed that the results of this work are more than very rough estimates, but they afford an idea of the orders of magnitude involved. Broadly defined, gross capital investment projected for 1948 in all Colonies was found to amount to a total of about £188 million. Such information as was available suggested that in most Colonies between one-third and one-half of the projected investment was for maintenance and the balance for new work, but conditions clearly differ between Colonies. It was found that about £112 million represented the cost of imported equipment and materials of a capital nature. The remaining £76 million represented local expenditure in the Colonies, mainly on labour. The figures showed that Colonial Governments controlled about one-half of the total investment. This probably was an exaggeration, because the figures of expenditure by Governments were more readily available. But since they commonly run all the public utilities as well as public works of all kinds, the level of their investment must clearly be a major influence. Other indications given by the enquiry were:—

(i) that (if research and private building are included) directly productive investment in industry, commerce, mining, agriculture and forestry amounts to about one-half of the total investment ;

(ii) that about one-quarter of all Colonial investment is now devoted to maintenance and development of transport facilities, railways alone absorbing over half of this ; and

(iii) that investment in public works (other than utilities) and social services represents about one-sixth of the total.

226. The review has not shown any reason to suppose that at the current level of investment it would be better to reduce certain kinds of Colonial investment and expand others. Directly productive work already represents nearly half of the investment, while a further third is accounted for by utilities whose maintenance and expansion provides the essential basis for new development. Investment in social services seems to amount to a reasonable proportion of the total, and expansion in this field proportionate to expansion in other investment seems likely to prove not only desirable but essential. It is, in any case, necessary to ensure a balanced progress.

227. As was stated in paragraph 287 of last year's report, Colonial development requires the application of capital to more fundamental purposes than in advanced countries such as the United Kingdom, where such requirements are normally expressed in terms of new and technically elaborate equipment

for new projects for the development of new resources. In the Colonies the primary needs are:—

- (i) to obtain adequate knowledge of the resources of each territory ;
- (ii) to maintain and improve the basic economic services, especially railways, roads, ports and other means of communication ;
- (iii) to secure improvements in the health and education of the people, which can only be sustained by rising productivity but are equally the essential conditions of expanding economic development ;
- (iv) to maintain and improve existing sources of production ;
- (v) to develop the most promising new sources of productions and new forms of wealth.

228. A sound development policy must, therefore, involve a balanced effort towards the satisfaction of all these primary needs. Changing economic conditions may affect the degree to which any one of these aims can be pursued at any particular time or in any particular territory. Plans must be constantly reviewed and made flexible and re-phased from time to time, but there can be no question, because of contemporary economic conditions, of concentrating effort solely on projects of a purely economic character. Colonial development must continue within the limits of the practicable in all the directions in which progress is so urgently needed. Economic and social development must go hand in hand, and neither can proceed without the other.

229. None the less, current economic difficulties in this country, as in the world at large, make it necessary for Colonial Governments, as for Governments elsewhere, to examine carefully each economic project to ensure that the resources available are used to the best possible effect. In current conditions it is clearly necessary that new economic projects should result in the production of commodities for which there is an effective and continuing demand, and should be soundly conceived from the point of view of the effect of the dollar position of the sterling area. Except where long-term needs are particularly important it is desirable that new economic projects should aim at achieving results without too long a delay. Finally there must be some reasonable assurance that projects of an economic character will in fact in the long run pay their way and that resources devoted to them cannot be better applied in other directions.

230. The rate at which development requiring large capital investment can progress has been affected in the year under review by continuing difficulties in obtaining steel and constructional equipment as well as the necessary skilled personnel. An indication is given in the section on supplies below of the principal supply difficulties and the action taken to remedy them. As a result of continuing shortages, the rate at which the Colonial Governments are able to implement their development plans is still not so rapid as was hoped. There are signs, however, of which the supplementary estimate in February, 1949, of nearly £2 million under the Colonial Development and Welfare Vote is one, that the rate of progress has begun to quicken.

231. An important factor in the economic position of the Colonies during the year has been the expansion of supplies of consumer goods. Though there are still areas where inflationary pressure, due to the high price of export commodities, is maintained, in many places this has been lessened by the improvements in supplies of consumer goods. In particular supplies of textiles have become more abundant. This easier supply position is mainly

due to exports of consumer goods from the United Kingdom having been stepped up, although it is also important to mention that supplies from Japan and Western Europe are again becoming available.

232. Long-term planning of Colonial development has taken on a new aspect with the fitting of Colonial production into the framework of the long-term programme of the O.E.E.C. countries. In this connection export forecasts, a summary of which is at Appendix V, were drawn up last autumn for the main Colonial commodities. With the principal exception of cocoa, the future of which is threatened by the "swollen shoot" disease in West Africa, the forecasts envisage a substantial increase of production in the years 1950 to 1953 over the present levels. Long-term forecasts of this nature must necessarily be, and were, based on a number of arbitrary assumptions relating to such matters as the course of future prices, the development of markets, weather conditions, etc. Any figures of this kind are consequently liable to be revised in the light of constantly changing conditions. The implications of the forecasts quoted in the Appendix, and the action which will be needed both in the Colonies and the United Kingdom, are under close consideration at the present time in conjunction with the Colonial Governments, and it will be appreciated that the forecasts themselves may well have to be modified as a result of this examination.

233. The Colonial Economic and Development Council has met eight times during the year. It has advised the Secretary of State on a number of important problems. Several Colonial Governments have had their long-term development plans under review. The Nyasaland Government's plan has been raised from a total of £5.6 million to £8.2 million, that of Northern Rhodesia has been increased from £16 million to £17 million and that of Aden from £2.1 million to £2.5 million. In addition three more development plans, those of British Guiana, North Borneo and Grenada have received after examination by the Colonial Economic and Development Council the approval of the Secretary of State. In all 21 plans, a tabular summary of which is at Appendix IIIA, have now been approved providing for a total expenditure over 10 years of approximately £200 million, of which £64 million will come from the funds provided under the Colonial Development and Welfare Act, £64 million from loans and £71 million from local revenue surpluses. In Appendix IIIB this expenditure is analysed. Work on a long-term development plan is actively proceeding in the Gold Coast.

234. A Commission under Sir Geoffrey Evans visited the Caribbean area during the second half of 1947 to investigate the possibilities of settlement in British Guiana and British Honduras, and its report was published in November, 1948, as Cmd. 7533. The Commission consider that, given a policy of vigorous economic development, the two mainland colonies between them should be able to absorb over a period of ten years about 100,000 men, women, and children (including some 25,000 adult workers) from the overpopulated British West Indian islands. The Commission also consider that limited European settlement would be possible in the Cayo district of British Honduras, and on the fringes of the Kanuku Mountains (Rupununi District) in British Guiana. The Report makes it evident that further detailed research and investigation are needed before the major projects can be started.

235. As settlement must depend on development, the Commission have devoted a large part of their report to the study of possible development projects. They strongly recommend that the agricultural developments they propose should be on a plantation as opposed to a small-holding basis, in order to secure the advantages of large-scale organisation. As most of the



developments proposed will be in areas at present undeveloped, they make detailed recommendations for the provision of housing and other social services as integral parts of these developments.

236. The cost of implementing the proposals was estimated to be at least £14.8 million and possibly as much as £26 million over a period of ten years. The Colonial Development Corporation have been invited to investigate some of the projects. For the other developments in British Guiana much preliminary investigation will be required on the spot and there will be major communication difficulties to overcome. His Majesty's Government have decided provisionally to earmark about £2 million from Colonial Development and Welfare funds towards the implementation of the Evans Commission's proposals.

237. Details on international economic collaboration are given in other sections of the report. Broadly speaking this is of two kinds, viz.:— Colonial participation in the European Recovery Programme and practical collaboration in the field, as evidenced by an important series of conferences on economic subjects which have taken place in Africa during the year.

238. It has also been made clear during the year that the participation of external capital in the development of the Colonial territories is welcomed. In this connection powers are being sought to enable His Majesty's Government in the United Kingdom to guarantee loans which might be made to Colonial Governments by the International Bank for reconstruction and development.

#### PROGRESS IN ECONOMIC DEVELOPMENT

239. In the general economic sector itself there have been considerable achievements during the year. The export of sugar amounted to 1,064,000 long tons and was above the pre-war level in all the sugar producing Colonies except British Guiana and Trinidad. This total should rise to 1,200,000 in 1949 including 370,000 tons from Mauritius as compared to its average exports of 247,000 for the five years 1933-37. The effort to increase the production of cotton in the Colonial Empire has met with considerable success, production during the past year being over one and a half times what it was in the year before. The production of rubber in Malaya reached the record total of 698,000 tons in 1948. The index of Colonial exports based on exports of oil, oilseeds, sugar, cocoa, cotton, sisal, hides and skins, hardwoods, bauxite, manganese, copper, cobalt, lead, tin and rubber, rose to 155 in the first half of 1948 (1946—100, 1947—134), and was 151 for 1948 as a whole. The figure for 1936 was 119.

240. There has also been steady progress in the development of secondary industries in the Colonies. Further progress has been made with the Uganda hydro-electric scheme on the Victoria Nile which it is hoped will provide power for a wide range of industrial activity, and the two generating plants referred to in last year's report have been installed. A Company has been granted a licence to erect a cement plant to manufacture 80,000 tons per annum in Jamaica. A Government cement factory is being built in Northern Rhodesia to produce 50,000 tons of low-heat cement a year and a scheme for the production of 100,000 tons a year in Malaya is under consideration. The Government is participating in a scheme to set up a factory to produce a half a million cans of meat and meat products per annum in Tanganyika. A large factory is being erected in Malaya to produce soap, margarine, edible oils and fats, while the Malayan production of canned pineapples has risen to 175,000 tons a year. The Colonial Development Corporation has also investigated a large number of schemes during the year.

241. There has been some progress towards relieving the shortage of passenger shipping facilities to the Far East and the West Indies. Following the report on West Indian shipping services by the Commonwealth Shipping Committee, Elders and Fyffes announced that they would put their new vessel *Golfito* into service in the summer of 1949 on the United Kingdom, Barbados, Trinidad and Jamaica run. Additional port facilities or improvements to existing facilities are under construction or in an advanced stage of planning at Mikindani (Tanganyika), Freetown (Sierra Leone), Takoradi (Gold Coast) and Lagos-Apapa (Nigeria). Further progress has been made in improving the standard of the Great North Road network in Africa. Surveys of the Namanga—Arusha—Taveta and Dar-es-Salaam—Tanga routes have been completed and construction will begin at an early date. The first road link between the Cameroons Province and Nigeria has been completed and work has been started on a second link. Steady progress is being made in Malaya in restoring the road system, particularly the bridges which were demolished during the war. Three railway lines in Tanganyika have recently been constructed or are under construction.

## (b) Productivity of Natural Resources

### (i) Agriculture

242. The world shortage of most Colonial primary products still persists and the sterling area and Western Europe generally are no less concerned than they were a year ago to redress the balance of their trade, particularly with hard currency countries. The year has accordingly been marked by a campaign to grow more food in the Colonies for local consumption and more commodities for export, and to make better use of the land. Co-operation with other Colonial powers, particularly through the O.E.E.C., is making an important contribution to this end. The Anglo-French-Belgian conference on soils at Goma, of which the main resolutions are recorded in Chapter VII, directed its efforts to ensuring that so far as possible land use throughout Africa should be based on modern methods, while the African phyto-sanitary convention (also mentioned in Chapter VII) should assist in preventing the introduction of plant pests and diseases into Africa south of the Sahara. Examples of local co-operation between neighbouring territories have been the visits of a Malayan agricultural officer to the Rice Research Station at Saigon and of a British Rice Mission to Senegal.

243. The Colonial Advisory Council of Agriculture, Animal Health and Forestry has continued to direct attention to the need for bold experiments in systems of land use and for study of the impact of modern methods on traditional forms of agriculture. Surveys of shifting cultivation and of the effect of mechanisation on African agriculture took place in 1948-49 with this aim in view. Settlement schemes at Makueni and in the Ithanga Hills in Kenya are designed to test in the field ways of raising the level of production without unduly disturbing the social structure of the people. The Nigerian Government and the Colonial Development Corporation are establishing a pilot semi-mechanised scheme for the production of cereals, groundnuts, sunflower, and other crops at Kontagora in Nigeria. Experiments in group farming are being undertaken in Nyasaland and elsewhere and model village schemes are to be found in the Anchau corridor in the Northern Provinces of Nigeria and in the Mlalo Basin in Tanganyika. These projects are examples of community planning based on division of labour, a rationalised system of cultivation, and co-operative marketing.

244. Throughout the Colonies work on soil conservation is being intensified. In Tanganyika, for instance, powers have been taken to prohibit the misuse of the territory's natural resources and a Soil Conservation Service has been started. Research into tropical soils and the fertilizer needs of various crops (both subjects on which further knowledge is still required) is being carried out by Departments of Agriculture, by the East African Agriculture and Forestry Research Organisation, at commodity stations such as the oil Palm Research Station in Nigeria, and under the Soils Research Scheme at the Imperial College of Tropical Agriculture in Trinidad.

245. Shortage of trained staff continues to be the major obstacle to more rapid advance in the agricultural development of the small peasant producers, and for this reason and also as a means of supplementing the work of the fully trained Agricultural Officers, steps have been taken to recruit men with lower qualifications for extension work, particularly in East and Central Africa and in Nigeria. It must be emphasised, however, that such persons must be additional to the fully qualified Agricultural Officers and research specialists. In an attempt to obtain more qualified recruits, Colonial Office officials assisted by serving Agricultural Officers are visiting Universities and Colleges in this country to speak of the opportunities for interesting work in the Colonial Agricultural Service. Supplies of certain items of capital equipment, notably steel and various types of farm machinery, are still scarce and are a bar to progress. Nevertheless, as the following paragraphs indicate, the principal Colonial agricultural exports are continuing to make a substantial contribution to present world shortages, and in some cases increases over the last or previous years can be recorded.

246. *Sugar.*—Encouraged by the United Kingdom Government's guarantee of a market at fair prices, sugar production in the Colonies has increased. Exports in 1948 totalled 1,064,000 long tons. In 1949 if all expectations are realised, exports should total 1,200,000 tons, including 370,000 tons from Mauritius, 200,000 tons from Jamaica, 140,000 tons from Barbados, 135,000 tons from Fiji, 120,000 tons from Trinidad, and 90,000 tons from British Guiana. In all cases except in British Guiana and Trinidad these figures are above the pre-war averages, notably so in the case of Mauritius where average exports in the 5-year period 1933-37 were only 247,000 tons. East African production has also shown an increase but there has also been a rise in local consumption. The Mauritius Economic Commission presented its report, which included a large number of recommendations on the sugar industry, in September. Commissions of enquiry have been investigating the economics of the sugar industry in the Leeward Islands, Trinidad, and British Guiana. The report of the Commission in Trinidad was published in March, 1949; the other reports are expected shortly.

247. *Oilseeds. Groundnuts.*—The Overseas Food Corporation, which is responsible to the Minister of Food, assumed control of the East African Groundnuts Scheme on the 1st April, 1948. The main work of the Corporation during the year was concentrated at Kongwa in the Central Province of Tanganyika, where land clearing was continued on a considerable scale, and, on a smaller scale, at Urambo in the Western Province. The erection of housing, stores and workshop installations at Kongwa and Urambo and in the Southern Province continued, and work on the new railway between Mikindani and the Southern Province area was continued. About 50,000 acres were planted with groundnuts, sunflowers and maize during the early months of 1949. During the year the Corporation put in hand a review of the original plan to take advantage of the experience which had so far been gained.

248. In West Africa purchases for export from the 1948-49 Nigeria crop amounted to 328,000 tons (decorticated) and from the Gambia crop to 60,000 tons (undecorticated). Corresponding figures for 1947-48 (an exceptionally good crop) were 330,000 tons and 70,000 tons respectively. Great efforts have been made during the year to increase the carrying capacity of the Nigerian railways in order to deal with the new crop and to handle the carry-over from the previous crop. With the arrival of more locomotives during 1948 groundnut railings increased from 15,000 tons monthly at the beginning of 1948 to an average of 28,500 tons from October, 1948, to March, 1949. Unfortunately there was a decrease in the rate of railings in April and May, 1949; but by the beginning of June large quantities of new locomotives and rolling-stock were beginning to arrive in Nigeria, and, if all goes well, the rate achieved in the early part of the year should be rapidly restored and, it is hoped, exceeded. But, even so, there is bound to be a substantial carry-over at the beginning of the next crop season. Energetic steps have been taken to deal with attacks by the beetle *Trogaderma* on the nuts awaiting railing from Kano. The prompt application of scientific methods of fumigation of infested nuts and the isolation where practicable of threatened stocks have kept total losses to under 300 tons.

249. *Oil Palm Products.*—1948 purchases of palm kernels for export were 350,000 tons in Nigeria and 70,000 tons in Sierra Leone. Palm Oil purchases for export in Nigeria totalled 151,000 tons. These figures are above both those for 1947 and the annual averages during the five years immediately preceding the war. Further progress has been made with the setting up of "Pioneer" oil mills in West Africa. With these mills an oil yield of 85 per cent. can be obtained as compared with 55 per cent. by traditional African methods and it is possible to obtain oil with a free fatty acid of 3—6 per cent. as against up to 35 per cent. Oil of low free acid content can economically be used for edible purposes instead of only for soap-making.

250. The Malayan plantation palm oil industry also made rapid steps towards recovery during the year, exports totalling 49,000 tons as against 45,000 tons in 1947. This is largely because improved strains planted just before the war are now coming into bearing. The diversification of peasant "Kampong" agriculture by the growing of oil palms in addition to rubber is a development which holds out possibilities.

251. *Coconut Products.*—Recorded exports of copra and coconut oil from Malaya in 1948 were 85,000 tons (in terms of coconut oil) and imports 58,000 tons. In the Western Pacific recovery to pre-war exports of the order of 80-90,000 tons of copra annually has been slower but exports totalled 45,000 tons. Shortages of labour and shipping have hampered rehabilitation in the Solomon Islands. Owing to increased local demands, less copra and oil is being exported from Zanzibar and East Africa than before the war and none from the British West Indies, which formerly exported small quantities.

252. It should be mentioned that as the coconut palm takes from six to eight years to come into bearing, an assured market is important in increasing output. It is hoped therefore that the long-term contracts (referred to elsewhere in this report) concluded by the Ministry of Food with growers for their exportable surpluses will encourage planting.

253. *Cocoa.*—In the Gold Coast the virus disease known as swollen shoot has continued to menace the cocoa industry. In pursuance of scientific advice that this was the only way of bringing the disease under control

the Gold Coast Government had been carrying on a campaign of cutting-out the infected trees, combined with a rehabilitation scheme under which grants were paid to farmers. When the disturbances of March, 1948, broke out this campaign had to be suspended. The subsequent Commission of Enquiry into the disturbances endorsed the opinion that cutting-out was the only effective remedy, but suggested that it would be helpful if a panel of three plant pathologists of high repute, drawn from countries not commercially interested in cocoa, were appointed to study the incidences of the disease and to report on the means for its speedy eradication. This recommendation was adopted and experts from the U.S.A., Canada and the Netherlands, chosen from a panel of names furnished by the F.A.O., went out to the Gold Coast in November, 1948. The finding of the mission was that the cutting-out of diseased trees was the only known way of controlling swollen shoot, though subsidiary measures might assist. They recommended that the cutting-out campaign should be resumed as promptly as possible on a greatly increased scale and that rehabilitation of heavily infected areas should not be attempted until removal of all sources of infection was complete.

254. Cutting-out on a voluntary basis had already been resumed on a small scale, and the amount of the rehabilitation grants paid to the farmers had already been increased. The report of the mission has been given the widest possible publicity in the Gold Coast, and the Government has laid before the Legislative Council plans for a greatly intensified cutting-out campaign. The Council has voted an additional £500,000 for this purpose in the year 1949-50, which includes provision for a further 72 Agricultural Survey Officers. Notwithstanding the disease, the Gold Coast cocoa crop in 1948-49 was very large, owing to exceptionally favourable weather, and may reach 275,000 tons.

255. In the knowledge that Gold Coast production is unlikely, because of disease, to regain during the next decade the pre-war level of close on 300,000 tons annually, an expert has recently surveyed the possibilities in the Far East. He has stated that there are areas of approximately 100,000 and 40,000 acres in the Federation of Malaya and North Borneo respectively where it is believed that cocoa could profitably be grown. The cocoa trees at present in the peninsula are being multiplied and arrangements will be made to import improved planting material for trial. Care will be taken to ensure that the material is quarantined before use.

256. *Coffee*.—1948-49 crops in East Africa are estimated at 8,000 tons in Kenya, 24,000 tons in Uganda and 11,000 tons in Tanganyika.

257. *Bananas*.—Revival of the Jamaica banana industry became possible when, after an experimental shipment, the Ministry of Food agreed in August, 1948, to accept under their contract with the Jamaican Government shipments of bananas of the Lacatan variety. The Lacatan banana is immune to the Panama disease. It is not immune to Leaf Spot disease but this can be controlled by spraying. Jamaica at present produces some 6 million stems of bananas a year; by planting up with Lacatans, it is hoped to raise production in 1952 to 13 million stems, some two-thirds of pre-war output. The Lacatan variety is not, however, the full answer to the problem of disease, and in addition it is a difficult variety to transport; work to find better varieties of banana continues. Exports of bananas from the Cameroons in 1948 reached 4 million stems. In expanding production the Cameroons Development Corporation has to face many difficulties, including shortages of transport, labour and staff. The aim is to increase exports to 8 million stems within the next three or four years. Limited exports of

bananas from Fiji, principally to New Zealand, were maintained in spite of various difficulties, including lack of shipping space. Fiji supplied a third of New Zealand's requirements in 1948.

258. *Rice*.—Work continues to be done in Malaya on the drainage and irrigation of existing rice-lands and the development of new areas. Production rose from 256,000 tons of rice in 1946-47 to 340,000 tons in 1947-48, and a further increase was expected in 1948-49. Unfortunately, however, owing to severe drought in some of the main paddy areas, production this year is unlikely to exceed 300,000 tons. Given normal conditions output should exceed 350,000 tons next year. Owing to a series of years with poor weather British Guiana production has recently remained fairly steady at 60,000 tons of rice annually but large schemes for the irrigation and drainage of the coast-lands are now in an advanced stage and there should be an increased outturn in the future. Two American rice experts are to visit the Colony this year to advise on the organisation of the industry, with special reference to mechanisation and improved milling, and on the utilisation of 67,000 additional acres of potential rice-lands which might be empoldered and irrigated. Sierra Leone output also remains fairly constant at about 180,000 tons of rice annually. The need here is to increase paddy production in the deltaic and inland swamps in order to obtain higher yields and to lessen the pressure on the erodible upland soils.

259. Missions sent to East and West Africa have reported on the possibilities of increasing production in those areas. Other measures taken have included the provision of C.D. & W. funds to enlarge the Rice Research Station at Rokupr in Sierra Leone, and the visit of a consulting engineer to the Gambia to advise on the best means of reclaiming a 30,000 acre swamp near Bathurst, where rice as well as other food crops will be grown.

260. *Maize and Millets*.—Maize and millets are the staple foodcrops in most parts of Africa as well as in many other parts of the Colonial Empire. Production is being increased where possible to meet the needs of a rise in population and in standards of living. In some areas, e.g., in parts of East Africa, the extension of maize acreage involves the risk of impoverishing the soil and of erosion. Accordingly the policy in these areas is to increase yields per acre and trials are proceeding with hybrid strains on lines which have proved successful in the U.S.A. An investigation is about to be undertaken into the possibilities of large-scale production of sorghum in suitable areas in Africa.

261. *Other Food Crops*.—Apart from yams, plantains, sweet potatoes, and other similar products which are widely consumed in the Colonies, sago and arrowroot are minor export crops. Exports of sago from Sarawak have increased to over 45,000 tons annually from a pre-war average of about 25,000 tons but the quality has deteriorated and efforts are being made to improve collection, processing and marketing methods. St. Vincent is virtually the only world exporter of arrowroot. Owing to the need during the war to grow more food crops, exports of arrowroot from the Island declined from an average of 3,600 tons annually pre-war to 3,400 tons last year. Further plantings are now being made and production of this important dollar-earner should also be increased by better starch extraction if two recently installed "pilot" mills prove successful.

262. *Cotton*.—A circular has been sent to all the important cotton producing Colonies emphasising the importance to the United Kingdom of increased supplies of cotton from Colonial sources and making it clear that cotton is likely to continue for many years to be a profitable cash crop. Attention was drawn to the ways in which yields on existing areas could be improved by better cultivation, by using better varieties of seed and by other methods.

Producing Colonies were also asked to investigate the possibility of opening up new areas. Uganda, the largest Colonial cotton producer, has taken vigorous steps during the past year to encourage production by announcing the price to be paid for the crop prior to planting, and by giving local authorities a bonus of all cotton grown in their areas and the power to enforce better cultivation practices. As a result, production in 1948-49 is estimated at 350,000 bales despite bad weather, compared with 168,000 bales in 1947-48; and there is a good prospect of further increases in future years. The 1948-49 crop was sold partly to the United Kingdom and partly to India. In Tanganyika the Sukumaland Development Scheme now in operation should lead to increased production in that territory.

263. Action has been taken on the recommendations of the experts from the Empire Cotton Growing Corporation who visited West Africa; and two experts of the Corporation have now been stationed in Nigeria to intensify research on the breeding of improved strains of cotton and of pest control. It is hoped that the measures being taken will substantially increase Nigerian cotton exports in future years.

264. *Fibres*.—Sisal production in East Africa continues to expand despite shortage of labour and transport. It rose from 133,835 tons in 1947 to 156,551 tons in 1948. Efforts are being made in North Borneo to stamp out the bunchy top disease which threatens the Manila hemp industry and an inspector has been appointed to supervise eradication measures.

265. Trials for the growing of Manila hemp in Malaya have proved most promising and steps have been taken to start the first commercial plantation.

266. In view of the importance of developing bag-making fibres in the Colonial Empire, investigations with jute and certain jute substitutes have been carried out in East and West Africa and elsewhere. The results so far have not been encouraging but further trials are planned. There is already a considerable production of bags from sisal tow and sisal waste fibre in East Africa and efforts are being made to increase production. Mauritius also produces sugar bags from a local hemp and a report has been received from two experts indicating methods of improving its cultivation and preparation.

267. *Rubber*.—The production of rubber, the highest single dollar-earning commodity in the Colonial Empire, is now greater than ever before, output in 1948 reaching the record figure of 768,000 tons. It is expected that potential output will eventually be further increased as the high yielding clones which are at present being planted come into production. Smallholders, in particular, are being encouraged to plant high yielding material and to introduce better cultivation practices, but their response has so far been disappointing.

268. *Tobacco*.—An expert who visited East and Central Africa reported that there are good prospects over the next few years of producing up to 10 million pounds of flue-cured tobacco in both the Kasungu area of Nyasaland and the Railway Belt of Northern Rhodesia. Experiments in the former area have been successful and plans for large scale production are being prepared. In the latter area 1.5 million pounds of flue-cured tobacco were produced in 1948 and further increases are under consideration. Nyasaland production of dark-fired tobacco continued at a high level in 1948, but may drop, owing to drought, by nearly 50 per cent. in 1949 according to recent estimates. The drought will also greatly reduce this year the production of Turkish tobacco in Northern Rhodesia which had been expanding steadily. Uganda is taking steps to increase the native growing of both fire-cured and flue-cured tobacco up to the limits required for local consumption. The Jamaican cigar industry has unfortunately suffered a reverse during the year as more cigars had been sent to the United King-

dom than the market could absorb, but the industry is now turning over to the production of "whiffs", for which it is hoped that there will be a larger demand.

269. *Some Other Export Crops.*—Seven thousand acres of linseed were grown in Kenya in 1948 and it is hoped that this acreage will be increased. The Colonial Development Corporation is proposing to grow tung oil trees on 20,000 acres in the Vipya highlands of Nyasaland. In ten years' time production of oil from this and existing plantations may reach 10,000 to 12,000 tons which is approximately the current United Kingdom industrial demand.

270. The post-war decline in demand for Pyrethrum as a result of the competition of synthetic insecticides reduced production in Kenya to 3,900 tons in 1947 and 2,600 tons in 1948. A recent revival in demand, following the discovery of new uses for this insecticide for the protection of stored foodstuffs now holds out better hopes for the industry.

#### (ii) *Animal Husbandry*

271. Steady progress has been made throughout the Colonies during 1948-49 in the expansion of the livestock industry, improvement of the quality of animals and the quantity and quality of hides and skins, control of disease, and marketing of slaughter-stock and animal products.

272. *Control of Disease.*—The most noteworthy advances have been in the control of disease, both on a local and on an international plane. In October and November two Rinderpest Conferences were held in Nairobi, the first an African one and the second sponsored by the Food and Agriculture Organisation. Details of these Conferences are given in Chapter VII, but it should be mentioned here that the experts who attended were of the opinion that rinderpest can be eradicated from Africa by the use of existing immunising agents and of the attenuated lapinised and avianised living viruses with which the F.A.O. has experimented widely in China. They pointed out, however, that international action is essential, in order to avoid re-infection of disease-free areas through the movement across frontiers of animals or of game. Their other main recommendations were that mass inoculations of cattle should be undertaken wherever game and cattle were in constant contact, for further research into carrier infection and into rinderpest in game, and for the establishment of *cordons sanitaires* to control the spread of the disease.

273. Progress has also been made on the question of the restrictions on the importation into the United Kingdom of carcase beef from the African Colonies. Hitherto no imports have been permitted from anywhere in the African continent north of the Union because there is a risk that rinderpest may be carried even in the carcasses of animals which have recovered from or been immunised against the disease; and His Majesty's Government could not afford to take this risk because of the danger of introducing the disease into the highly susceptible herds in this country. Recently, however, it has been decided that carcase beef may be imported from any areas in Africa which may in future be declared free of rinderpest provided, *inter alia*, that the animals have been bred and kept in the "clean" areas and have not been immunised. Henceforth efforts can be concentrated on the eradication of the disease from certain carefully selected areas which are likely to contain surplus stock available for export with a view to their eventual declaration as "clean" areas. While the new conditions will mean that export of carcase beef cannot be envisaged, anyway in any substantial quantities, for probably five years, this lifting of the total prohibition on the



import of carcase beef from Africa does open up a prospect of an export trade which has hitherto been out of the question. It will also enable the industry to be built up on a sound foundation because experience elsewhere has shown that an export trade cannot profitably be based on the cannery alone.

274. Veterinary officers from the Union of South Africa, Bechuanaland, Southern Rhodesia and Northern Rhodesia who were present at the Nairobi Conferences also considered the problem of controlling foot and mouth disease, which is endemic in a greater or lesser degree in these territories. They recommended that a leading British expert should visit these areas and arrangements have been made accordingly. The Food and Agriculture Organisation have consented to pay part of the expense of his visit.

275. By far the most important development in this field, however, has been in connection with trypanosomiasis in animals. This disease, which is transmitted by the tsetse fly and which may subsequently be spread by the more common species of biting flies, has hitherto proved the main obstacle to livestock development in many parts of Africa. Towards the end of December the discovery was announced of a new drug, Antrycide, which had been developed by a team of research workers in the laboratories of Imperial Chemical Industries, Ltd. On the basis of their research, experimental field trials are being undertaken in East and West Africa. Although the results are not yet fully available, it has been shown that Antrycide is easy and safe to administer and that several varieties of trypanosome infection in cattle, horses, donkeys, dogs and camels can be cured. Antrycide has also been shown to give considerable protection to cattle against infection from certain species of trypanosome. Experiments are still continuing to determine how complete this protection is, and for how long it remains effective, in order to establish whether it is a practical and economic proposition to keep livestock permanently in or near a fly belt.

276. In addition to these new developments, the work of tsetse fly control is proceeding along established lines. Considerable progress has been made in the use of insecticides and in clearing tsetse-ridden areas of the scrub and cover in which the fly breeds. The Anchau experiment in northern Nigeria is an example of the introduction of the latest methods of land utilisation into districts freed from fly.

277. *Breeding and Management.*—The local demand for meat and livestock products continues to rise everywhere and Colonial Governments are increasingly concerned to make the best use of the pasturage available, to improve the breeding and management of stock, and to prevent wastage of animals on the routes between the production areas, which are usually in the interior, and the main consumption areas, which are often on the coast. As regards breeding, Colonies are naturally in varying stages of development. In Jamaica, for example, the type of animal best suited to local conditions has become fairly well established as a result of years of selective cross-breeding with imported and local stock. In St. Helena, on the other hand, pedigree animals are still being imported to improve the existing herds. In British Honduras it has been recommended that Jamaican and British cattle should be imported for the same purpose. Experiments with artificial insemination, also to improve breeds are being made in a number of Colonies. Efforts are also being made to inculcate better systems of animal husbandry, especially among the nomadic cattle tribes of Africa, in order to improve management. This entails the provision of water supplies, on which considerable work has been done during the year, the establishment of fattening areas and investigation into the possibilities of ranching. A scheme

to regulate the number of cattle on available pasturages, similar to one now in operation in Southern Rhodesia, is under consideration by the Kenya Government together with a plan to establish a central abattoir. This would enable the most efficient use to be made of all by-products.

278. *Livestock Industry*.—A survey is being undertaken in the African territories to ascertain what possibilities there are of their providing meat for export to the United Kingdom. The Colonial Development Corporation has sent a representative to Fiji to examine the proposals for a ranch referred to in last year's report; another representative of the Corporation has visited the Falkland Islands to study the commercial possibilities of a project for a freezing plant for the utilization of surplus carcasses of mutton which are available. Two missions went to Nigeria during the latter part of 1948, one to study the trade in hides and skins and to make recommendations for better methods of production, the other to enquire into the organisation of the local meat trade and to suggest improvements in marketing and stock production in general. Another mission on hides and skins left for East Africa, Aden and British Somaliland early this year. Utilization of by-products of the livestock industry is becoming increasingly important; the value of exports of hides from Nigeria is now over £3 million and the value of bones and horns exported rose from a negligible sum in 1945 to £59,000 in 1947.

279. *Dairy products*.—Production in Jamaica of sweetened condensed milk amounted to 231,000 cases during 1948. In Kenya the Co-operative Creameries produced some 5,725,000 lbs. of butter in the year ended 30th June, 1948, of which over 1,600,000 lbs. were exported. About 500,000 lbs. of cheese and appreciable quantities of clarified butter fat were also produced. In Nigeria the Government is encouraging the production of clarified butter fat. Information is being sought from all Colonies regarding their present arrangements for the provision of urban milk supplies. It is hoped that the replies may enable means to be devised to provide larger quantities of safe milk for the towns.

280. *Poultry and Eggs*.—The Colonial Development Corporation have begun work on a scheme near Bathurst in the Gambia for the production of eggs and poultry. It involves the clearing of a considerable area of virgin bush for the growing of coarse grains to feed the poultry.

### (iii) *Forestry*

281. The demand for Colonial hardwoods to replace supplies from hard currency areas, or from pre-war sources not readily available, has been met by increased exports during 1948. The total exports, including inter-Colonial trade, for the major timber producing Colonies rose from 21,000,000 cu. ft. in 1947 to over 24,000,000 cu. ft. in 1948. The following Table gives the exports of the more important individual Territories (figures in cubic feet).

	1947	1948
Nigeria ... ..	3,500,000	4,100,000
Gold Coast ... ..	5,700,000	7,100,000
British Guiana ... ..	1,100,000	710,000
British Honduras ... ..	1,100,000	1,400,000
North Borneo ... ..	1,800,000	3,300,000
Federation of Malaya ... ..	5,500,000	3,900,000
Sarawak ... ..	260,000	950,000

282. This growing demand on Colonial timber resources has emphasized the need for conservation and regeneration measures to prevent the dissipation of forest resources, which form some of the most valuable capital assets of Colonial territories. Accordingly, Colonial Governments have continued to develop their forestry services, with some difficulty owing to the shortage of trained staff, with the aim, on the one hand, of ensuring adequate reserves vital to the economy of their territories, and, on the other hand, of securing the most efficient and economical methods of working the timber to prevent waste.

283. It is generally recognised by Colonial Governments that to make the best use of Colonial timber resources the practice of felling a few selected "luxury" timbers should cease and should be replaced by the intensive felling and utilisation of all the mature commercial timber in successive areas or blocks of forest. For this purpose increased research on conservation and utilisation is required, and some progress was made in this field with the invaluable assistance of the staff of the Forest Products Research Laboratory, Princes Risborough. Arrangements are being made to strengthen the staff at that laboratory, where tests on Colonial timbers have high priority on the programme of work. These arrangements include increased staff for the purposes of utilisation studies, the compilation and publication of data, and liaison with the timber using industries. Plans in the Colonies include research on conservation, to be carried out by the East African Agricultural and Forestry Research Organisation, in collaboration with local officers, and a similar scheme for West Africa. Some useful research work was carried out during the year in Malaya at the Forest Research Institute, Kepong. It is hoped to strengthen the staffs of the Colonial Forestry Departments within three years to place them in a better position to undertake the numerous scientific and technical duties required by a comprehensive forest policy. A useful West African Conference on forestry and allied questions was held at Accra in November and was attended by the Forestry Adviser.

284. The report of the British Guiana and British Honduras Settlement Commission,\* which was published during the year, included detailed recommendations for working the valuable hardwood forests of British Guiana and it was suggested by the Commission's expert that the extraction of 3,000,000 cubic feet of timber from the Bartica Triangle, in the Essequibo area, was a reasonable commercial proposition. The Colonial Development Corporation, in collaboration with commercial firms, has set up an investigatory company to examine possibilities in British Guiana. The Corporation also has acquired a timber concession in the Colony. In Tanganyika, the possible uses of timber salvaged from the groundnut operations in the south is being studied.

285. Lack of transport facilities continue to impede expansion of timber production and though some improvements have been made, particularly in West Africa, there is still a shortage of road transport and rolling stock, and insufficient port facilities. Difficulties in obtaining sawmilling machinery are still serious, though the delivery dates offered by United Kingdom manufacturers have improved. Sawmills, and plant for veneer and plywood mills, are essential if the wasteful export of timber in the round is to give way to exports of processed timber. Some progress was made during the year, particularly in the Gold Coast and Nigeria, but much remains to be done.

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\* Cmd. 7533,

286. Financial assistance towards forest programmes has been provided from the Colonial Development and Welfare Vote. In the case of British Honduras, for example, the sum of \$200,000 was granted towards the 10-year plan of the Forest Department of British Honduras. The object of this plan is to bring the Crown Land under systematic management to achieve a sustained yield, to obtain the full utilisation of forests, and to settle forest labourers in or near the forests. It is hoped that these measures will help to avert what the Settlement Commission considered to be a threat of a "fairly rapid decline" in the timber trade of the Colony.

287. Though the timber resources of the Colonies are primarily hardwood, the highlands of Kenya, Tanganyika and Nyasaland have proved suitable for exotic softwood plantations. The three Governments have been asked to consider measures to expand and expedite their planting programmes. In British Honduras there is a small production of indigenous Caribbean pine, which it is hoped to increase by new plantations.

288. The Forestry Adviser paid visits to Mauritius in March, and to the West African Colonies in December.

#### (iv) *Fisheries*

289. The Fisheries Adviser has recently completed his tour of the Colonial territories by a visit to the West Indies. He has also prepared a statement of the present position of fisheries development in the Colonies which has been published as a non-parliamentary paper ("Production of Fish in the Colonial Empire," Col. No. 237). The main conclusions reached in this paper are:—

(a) There is a considerable scope for increasing the production of fish in the Colonies, largely by the application of mechanised methods, but such increased production is likely to be wholly absorbed by the Colonies themselves and, except from the Gulf of Aden and Hong Kong, there is unlikely to be any surplus for export.

(b) Fishery development is costly, and the Colonial Government will have to be ready to provide the necessary funds and appoint adequate staff.

(c) Fish culture also provides a valuable potential source for additional supplies.

(d) The development of by-products should not be overlooked.

290. Progress during the year has been satisfactory, considering the shortage of trained staff and the difficulty of obtaining powered craft for research and experimental fishing. Important research schemes have been approved since the last report. Particulars of these are given in the chapter on Research.

#### (v) *Mining*

291. One of the most important tasks is the basic geological mapping of all the Colonial territories. Geological surveys are being expanded, with financial assistance under the Colonial Development and Welfare Act, with a view to completing this task by 1956. The achievement of this object will, however, depend upon the recruitment of qualified staff, which is scarce owing to the suspension of training during the late war. A proposal has been made to the United States authorities, and accepted by them, under the Economic Co-operation Agreement for the temporary attachment of 28 American geologists and associated scientists to the Colonial Geological Survey Service to assist with the above programme. It is understood, however, that there is also a shortage of suitably qualified geologists in the United States, so that the project may be delayed.

292. In the circumstances, it is likely that prospecting work will, for the present, continue to depend largely on mining companies and private prospectors: There has, in fact, been no abatement of interest during the past year and several large concerns are now engaged in prospecting. They include an American Company which is prospecting iron ore deposits in Nigeria and a Swedish company which is searching for gold and diamonds in British Guiana. Several well-known mining companies hold prospecting licences in Tanganyika, where prospecting for lead is being carried on with encouraging results. A Canadian company is prospecting copper deposits in the Western Province of Uganda and hopes to begin production shortly. The Cameroons Mining Corporation Limited, mentioned in last year's report, which is a joint enterprise of the Nigerian Government and the London Tin Corporation, has been prospecting for minerals in the Cameroons. Prospecting for oil is proceeding in the Bahamas, Aden, Nigeria, Uganda and British Somaliland, and it is hoped to commence drilling in Nigeria next year.

293. On the whole, progress has been recorded in most of the main mineral industries during the year, despite the handicaps imposed by shortage of mining equipment and other difficulties. Production of tin in ore increased from 36,067 tons in 1947 to 54,625 tons in 1948. This increased production is largely accounted for by the measures taken for the rehabilitation of the tin industry in Malaya, which is one of the largest Colonial dollar earners. Northern Rhodesia copper production rose from 192,500 tons in 1947 to 213,616 tons in 1948. The difficulties noted in last year's report, namely, lack of railway transport and congestion at the port of Beira, continued to hamper the copper industry during the year. Their solution is necessarily a long-term matter. There have also been marked increases in the production of most of the other principal minerals which are being worked in the Colonial Empire such as bauxite, gold, diamonds, manganese, iron ore, etc. The pilot plant for the lead deposits of Uruwira Minerals Limited in Western Tanganyika, referred to in the last annual report, should soon be in operation, and United Kingdom interests are drilling lead deposits in Nigeria, the results of which have been encouraging. During the year the mineral oil production of Brunei outstripped that of Trinidad, and Brunei has now become the main producer in the Colonial territories.

294. The year has seen the introduction in some places of a sliding scale royalty in substitution for the flat rate duty as recommended in the Memorandum on Colonial Mining Policy.\* The change has been made in the Gold Coast and in Fiji; and has been introduced in the case of a new gold mining concession in British Guiana, and of a lease granted to a company mining a composite gold and pyrites ore in Cyprus. The question of making the change is also under consideration in Tanganyika. The sliding scale system will bring some relief to the companies which are working low-grade gold mines, and it is hoped that there will in consequence be an all-round increase in production. It is, of course, fully appreciated that the gold industry in general is working under a disadvantage by reason of the fixed international price for gold.

#### (c) Industrial Development

295. Limitations in the supply of capital goods, machinery, skilled labour and technicians have again hampered industrial development; but further progress has been made by Colonial Governments and by commercial firms. Plans now under consideration should lay sound foundations for further progress in the future.

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\* Col. No. 206.

296. These include the development of cheap and abundant sources of power which is essential to any substantial economic progress in the Colonies. The investigation of possibilities and the formulation of plans for providing such power are being carried on as extensively and as rapidly as circumstances permit. Agreement has been reached with the Royal Egyptian Government on the construction of the Uganda Hydro-electric scheme on the Victoria Nile, which, it is hoped, will provide power for a wide range of industrial activity. The two thermal generation plants referred to in last year's report have been installed. In the course of the year a technical committee, representing the East African Industrial Research Board, and presided over by a leading industrial consultant, visited the Tennessee Valley Authority in the United States to study the manufacture of phosphatic fertilisers by the electric furnace process. It is hoped that with the power from the Owen Falls and the extensive phosphate deposits at Tororo, in Uganda, it will be possible to carry out the large-scale manufacture of fertilisers in Uganda, which would be of inestimable value to African agriculture. Further research is still required and the results of field tests of Tororo phosphate are awaited. In Central Africa, the inter-Territorial Hydro-electric Power Commission, appointed by the Central African Council, has given further consideration to the hydro-electric projects on the Kafue River, in Northern Rhodesia, and at the Kariba Gorge on the Zambesi. A possible output of 250-300,000 K.W. is under consideration. In the Federation of Malaya and elsewhere plans for the extension of electric power are under consideration.

297. Economic developments in the Colonies have given rise to increasing demands on cement supplies; and to schemes for cement production in some of the Colonies. In Jamaica, the Caribbean Cement Company, which is associated with the World Commerce Corporation, has been granted a licence for the exclusive manufacture of cement in the island and is proceeding with its plans for the erection of a cement plant to manufacture 80,000 tons per annum. In Northern Rhodesia, the Government factory, referred to in last year's report, which is to produce 50,000 tons of low-heat cement per annum, is in the course of erection. In the Federation of Malaya, a scheme for the production of 100,000 tons of cement per annum is under consideration.

298. The policy of promoting sound industrial development by the maximum use of local resources, and of promoting village and peasant industries, assisted and guided by local Development Boards, Industrial Councils and Departments of Commerce and Industry was continued during the year. In the Gold Coast, for instance, Africans are being encouraged to set up small tile factories using local materials. In Nigeria, the training of spinners, dyers and weavers in new methods of cloth production is effected through Textile Centres and demonstrations of spinning and weaving were held in the Western and Northern Provinces to illustrate as fully as circumstances would allow the processes involved in the conversion of raw Nigerian cotton into cloth. Commercial firms have continued to interest themselves in the possibilities of industrial development in most Colonial territories. In East Africa, a licence has been granted for a large textile spinning, weaving and finishing industry at Jinja, Uganda. In the Gold Coast, developments include a plant for the production of 50,000 cans of grapefruit and juice per annum, with possibilities of considerable extension, and a cocoa butter factory; in Tanganyika, a factory to produce half a million cans of meat and meat products per annum; the Government is participating in this scheme. In Jamaica, plans have been submitted for the large-scale production of cans, and the production of articles manufactured from straw by Jamaican Cottage

Industries is being reorganised by a British firm. In Malaya a large factory is being erected for the production of soap, margarine, edible oils and fats. Malayan production of canned pineapples has risen to about 175,000 cases per annum. In Hong Kong, new textile mills are being set up by the Chinese industrialists.

299. An important aspect of Colonial economic development is the processing in the country of origin of the extensive hardwood timber resources. Plans for installing more sawmilling capacity, and for the manufacture of plywood and veneers, are being pressed, especially in West Africa. The production of a fibre board mill in the Gold Coast is also under consideration. It is expected that, by the end of 1949, increased production of veneers and plywood in Nigeria and the Gold Coast will be substantial. The timber development proposals of the Report of the British Guiana and British Honduras Settlement Commission\* include proposals for the manufacture of plywood and veneers.

300. The Colonial Development Corporation, which will no doubt play a large part in the industrialisation of the Colonial Empire, has investigated a large number of schemes during the year. The Report of the Corporation will be laid before Parliament shortly.

#### (d) Marketing

301. Bulk purchase by United Kingdom Ministries of the United Kingdom's requirements of a number of important Colonial products has continued; important items were coffee, cocoa, oranges, grapefruit, bananas, oilseeds, sugar, some hides, timber, tin and copper. In a number of cases, these bulk purchases provide a market for all that the Colonies can export. One group of Colonial commodities which ceased to be purchased on Government account during the period under review was the hard fibre group, notably sisal, the trade in which reverted to commercial channels on 1st January, 1949. Lemons also ceased to be purchased for Government account during this period. For most of the items purchased in bulk Colonial producers negotiate a price at which the United Kingdom Ministry will buy all their supplies, either through their own marketing organisations or through the Colonial Government or through a combination of the two, and either for a calendar year or for a crop year.

302. Prices realised for Colonial produce have on the whole remained encouraging to producers, but the importance has been increasingly realised of long-term market assurances, particularly to producers of tree crops who have to wait years for a return, and in connection with schemes of production which require heavy capitalisation. An important statement made by the Chancellor of the Exchequer on the 17th September, 1948, sets out His Majesty's Government's attitude to long-term contracts for Colonial Produce.† Each commodity and each contract will require individual treatment, depending on the world supply position and prospects, on prices and on the degree of importance of the commodity to consumers. H.M.G. are prepared to make contracts for periods of up to ten years. The quantities will normally be limited by the United Kingdom's requirements for consumption and re-export; at the same time, the importance of Colonies seeking foreign markets is recognised and in long-term arrangements it may be desirable to leave a portion of their output free for this purpose. Prices are the most difficult factor in long-term arrangements because neither party can hope

\* Cmd. 7533.

† Hansard Vol. 456, No. 4, Cols. 1-4.

to predict what world trends will be. The object is to find a formula fair to both sides. For some commodities, particularly where producers recall days of over production when they could not sell their crops, a simple guarantee by H.M.G. to take the Colonies' exportable surplus at a price to be negotiated annually may be sufficient. The arrangements under which sugar from all Colonies and bananas from Jamaica are sold are on this basis. For other commodities, long-term contracts may perhaps specify floor and ceiling prices and provide for periodic adjustments of the contract price between the two ; the Ministry of Food purchases East African coffee on these terms. For other commodities again, it may be found desirable to fix a starting price and provide for annual revision of the price, specifying that the price shall not rise or fall by more than a certain percentage compared with the previous year's price. The precise arrangements can only be decided in relation to particular commodities. H.M.G.'s general objective is the dual one of promoting increased production of commodities which the United Kingdom needs and at the same time of giving Colonial producers fair prices and a feeling of security. The formation of producers' organisations, through which Colonial producers can more and more be associated with the selling of their crops overseas, is encouraged.

303. Items of Colonial produce for which long-term contracts are at present in force are coffee, bananas, concentrated orange juice, copra and sugar. The following are some notable developments in marketing arrangements for the more important export commodities during the year under review.

304. *Cocoa*.—The arrangement by which West African cocoa is marketed through statutory Cocoa Marketing Boards in the Gold Coast and Nigeria has continued. Prices fixed by the Board to be paid to producers during the 1948-49 season showed a sharp increase of over 50 per cent. ; an important innovation, aimed at encouraging planting and at increasing production, was the declaration by the Nigerian Cocoa Marketing Board of a minimum price to be paid during the two following seasons. Two major allocations made from the Boards' reserve funds should be mentioned. The first was a contribution of £1 million to the West African Cocoa Research Institute, the subscriptions—two-thirds from the Gold Coast and one-third from Nigeria—being roughly proportional to the size of the crops. The second was an allocation by the Gold Coast Cocoa Marketing Board for rehabilitation of areas affected by swollen shoot disease. In last year's report a scheme of grants at the rate of £12 per acre was mentioned. This scheme was approved, with an estimated cost of £3 million. Later, the scale of grants was reconsidered and a higher rate assessed on a "per tree" basis, was approved ; the total cost of this scheme to the Board is estimated at £9 million.

305. *Oilseeds*.—Plans for the establishment of Marketing Boards for oilseeds in West Africa have gone ahead and the Boards will be set up in 1949. In Nigeria, there will be one Marketing Board for groundnuts and benniseed and another for oil palm products ; closely linked with them will be established Boards to develop the areas of production, using funds allocated by the Marketing Boards from their reserves. Funds accumulated by the West African Produce Control Board from proceeds of its past sales will form the nucleus of the new Marketing Boards' reserves.

306. *Coconut products*.—During the year His Majesty's Government offered producers in Fiji and the Western Pacific Dependencies, Zanzibar and Seychelles long-term contracts for their exportable surpluses of copra and coconut oil. The contracts were to run from the 1st January, 1949, and alternative terms for 3- and 9-year periods were offered. Producers in



Zanzibar and Seychelles opted for the 3-year arrangement, which fixed a price for 1949 and laid down a floor price for 1950 and 1951, the prices to be negotiated annually. Fiji and Western Pacific producers preferred the 9-year arrangement, under which a price was fixed for 1949 and for later years prices were to be re-negotiated annually, subject to a maximum rise or fall of 10 per cent. of the previous year's price. Under each arrangement, there is a formula by which the contract price for coconut oil will be determined annually in relation to the price of copra and of cake.

307. *Coffee*.—During the year the Ministry of Food concluded contracts to buy for periods of 5 years beginning on the 1st January 1949, the small amounts of coffee which are available for export from the Gold Coast and Sierra Leone. The terms agreed should result in greater quantities coming forward and in improvement in quality.

308. *Bananas*.—A delegation of the Jamaica All-Island Banana Growers' Association visited the United Kingdom late in 1948 and negotiated with the Ministry of Food the details of the contract under which the Ministry will buy Jamaican bananas until 1952.

309. *Orange juice*.—Following discussions with representatives of the producers, the Ministry of Food announced in November 1948, that they would buy from the British West Indies up to 5,000 tons a year for the next ten years of the specialised and concentrated orange juice which is required for the United Kingdom Welfare Service. A formula for the annual revision of prices for the first five years has been agreed with producers in Jamaica, Trinidad and British Honduras, who are now able to press ahead with arrangements to produce for the United Kingdom supplies of this very important commodity; the contract offers citrus growers a secure outlet for their produce.

310. *Sugar*.—The arrangement by which the Ministry of Food buys all Colonial sugar has been extended; His Majesty's Government have undertaken to find a market in the United Kingdom or elsewhere in the Commonwealth for all Colonial exports of sugar up to the end of 1952.

311. *Cotton*.—In Nigeria, it has been decided to establish in 1949 a Marketing Board for cotton on the pattern of the arrangements already in operation for cocoa and being established for oilseeds. The Uganda Cotton Industry Commission appointed by the Governor in May 1948, to consider the organisation of the cotton markets and the cost of buying and ginning seed cotton has now reported.

312. *Tobacco*.—In order to encourage the production of tobacco in the Colonial Empire consideration has been given to the form of a guarantee to Colonial producers to assure them that a market will be available for any increased production. United Kingdom manufacturers have indicated that they are prepared to take all the flue-cured tobacco of a suitable quality and at a reasonable price that they can obtain from the Colonies.

#### (e) Co-operation

313. There has been increasing interest throughout the Colonies in all aspects of co-operation and a growing realisation by Colonial peoples that it provides a most effective means of improving their general standard of living.

314. During the year Registrars of Co-operative Societies were appointed in British Guiana, Fiji, the Gambia, Sierra Leone, Sarawak and Trinidad, and a Co-operative Officer was appointed in St. Lucia. In all there are

now Registrars of Co-operative Societies in 18 territories, assisted by staffs of varying strengths, charged with the duty of guiding and assisting the development of the co-operative movement in those territories.

315. It is of the first importance that the Registrars and staffs of newly established Departments of Co-operation should guide the societies in their territories along the right lines, and the practice has therefore continued of sending selected officers to attend courses and visit co-operative organisations in this country and elsewhere, e.g. in Cyprus and Ceylon where the various forms of co-operative societies are well established.

316. Two junior members of the Sarawak co-operative staff underwent a period of training during the year in Malaya, and the Registrar has undertaken a study tour in Ceylon. The Registrar, Fiji, proceeded on similar tours to Ceylon and Cyprus. The prospective Assistant Registrar, Nyasaland, a Co-operative Officer from Jamaica Welfare, and a Senior Urban Inspector of co-operatives from Malaya have visited co-operative organisations in the United Kingdom. The first course at the Co-operative College, Stanford Hall, for members of Colonial Co-operative Departments, proved extremely successful. A second course began in October attended by officials of Co-operative Departments from Cyprus, the Gold Coast, Nigeria, Uganda and the Federation of Malaya. At the end of their course the students paid a short visit to co-operative credit societies in France. It is intended that a further course at Stanford Hall should be held next year.

317. The Adviser on Co-operation has visited the West Indies to advise Governments on their co-operative problems. On his recommendations a Registrar was appointed in Trinidad and similar appointments are under consideration in Barbados and Jamaica.

318. In the Gold Coast arrangements have been made to set up societies in the Northern Territories; in the southern part of the Colony the co-operative bank and the cocoa marketing organisation have been duplicated to handle increased business. A Co-operative Wholesale Establishment has been registered, with an African Deputy Registrar in charge. The Registrar and the head of the Wholesale Establishment visited the United Kingdom for consultations with the Co-operative Wholesale Societies and various exporters to arrange for the supply of goods to consumer co-operatives; substantial orders were placed. Proposals are now under discussion for consumer co-operatives in all the West African territories to be assisted by advisory staff from the Co-operative Wholesale Societies in the United Kingdom. In East Africa staffs are being expanded, and in Nyasaland consumer societies are being formed as rapidly as the resources of the Department allow.

319. Co-operation in Cyprus continues to make satisfactory progress. In Malaya it is hoped that a Co-operative Wholesale Society will shortly be set up. In Fiji there are now 25 co-operative societies and more are in course of formation.

320. The Advisory Committee on Co-operation continues to review the annual reports of the Registrars of co-operative societies in the Colonies and to offer valuable advice on co-operative methods and organisation.

#### (f) Supplies to the Colonies

321. *General.*—In the last two reports reference was made to continuing difficulties over supplies of many kinds of equipment and materials for the Colonies. The most serious difficulties have been over iron and steel and heavy machinery among capital goods, and over rice and cotton textiles

among the consumer goods. A number of these difficulties has persisted, although the year under review has also seen a notable improvement in the supply position generally.

322. Despite this improvement, the rate of economic development in the Colonies has been held back by shortages of some essential imports and by delays in getting delivery of some types of equipment. The Colonial Office has devoted special attention, in co-operation with other departments of His Majesty's Government, to easing these delays and shortages as far as possible. This action has been taken in the realisation that proposals for investment in the Colonies for the maintenance and expansion of their installations, for the development of their resources including the increase of crops for consumption and export, and for the improvement in general social and economic standards, are meaningless unless the physical goods for such investment are made available.

323. *Capital Goods*.—The following gives some information about the principal items of Colonial import requirements over which there have been difficulties, with an indication of the results that have been achieved.

324. In the post-war years, the Colonies have been thrown very largely upon the United Kingdom for their requirements of *iron and steel*. Supplies from other sources from which they imported pre-war, namely the Continent and United States, have been restricted by the disruption of production in those countries, or by foreign exchange difficulties, or shortage of exports. Thus, despite increasing U.K. production and exports to the Colonies which compare well with pre-war figures, it has been impossible so far to meet fully the present Colonial needs for iron and steel. United Kingdom exports of steel sheets, bars, rails, etc., are controlled by a system of allocation, although a certain amount of discard and surplus material is exported outside of allocation. A special investigation was undertaken in the summer of 1948 into the quantities of such steel being exported to the Colonies in relation to their pre-war supplies and present needs. As the result of this, it was decided to arrange for a separate export allocation for the Colonies and it became possible step by step to increase the amount being allocated so that by the early months of 1949 the new supplies being allocated for this purpose were about twice as great as the amounts that had been going in the first half of 1948. At the same time steps were taken to obtain information about Colonial needs for steel in 1949 in considerable detail. These returns showed that even the increase just mentioned, together with surplus and discard material, and probable imports from foreign countries, left a considerable gap before the full imports desired could be supplied. Means to diminish this gap further are still engaging attention.

325. Whilst there has been no hold up over the supply of *machinery and equipment* generally to the Colonies, the period between ordering and delivery has been long for some types of heavy equipment. The Colonial Office have given every possible assistance to Colonial users in such cases by representing the position either to the U.K. supplying firms direct, or through other departments of His Majesty's Government who are concerned. In many of these instances it has been possible with the co-operation of industry to advance the delivery of urgently needed machinery. These difficulties have been especially marked over the supply of *locomotives and wagons* for certain Colonial railways whose needs are urgent because of the need to replace pre-war rolling stock and also to move increasing quantities of produce locally and to ports. Orders had been placed in this country; the rolling stock is not generally interchangeable between railways and the manufacturers frequently had to delay delivery for considerable periods owing to

production bottlenecks. A special investigation was made of the position of all these Colonial orders. Assistance was given so that in a number of cases it was possible for delivery to be improved. At the same time Colonial Governments were asked to order their further requirements for rolling stock well ahead and programmes of these requirements were obtained.

326. Details were also obtained during the year under review of Colonial requirements of crawler and wheeled *tractors* and an investigation was made into the supply position. The principal difficulty which emerged was in the supply of the heavier types of crawler tractors, which are not yet being made in the United Kingdom. It was, however, possible to arrange for the supply of a certain number of secondhand tractors from this country.

327. Difficulties occurred during 1948 over the supply of *cement* from the U.K. It had been expected that in that year this country would be in a position to supply almost the whole Colonial import requirement. A number of technical factors upset this expectation, consequently arrangements were made whereby Colonies were assisted to obtain the balance from other sources. Early in 1949 the supply position from the U.K. improved and with the availability of supplies of cement from other countries the supplies of this commodity became much more satisfactory than they had been a year or two previously.

328. The supply of *nitrogenous fertilisers*, such as ammonium sulphate, remained under allocation by the International Emergency Food Committee. There was a general world shortage and the allocation to the Colonies in 1948-49 was considerably below their stated requirements. The supplies were, however, somewhat above those of the previous year. The Colonial Office took part in discussions with other departments of His Majesty's Government on all aspects of this shortage, in view of the importance of improving supplies of these fertilisers for agricultural purposes.

329. Supplies of *jute* bags and packing materials from India continued to be very scarce in 1948-49 and as these are required for packing local food supplies and export crops the matter was taken up with the Indian Government.

330. *Consumer Goods*.—Of the bulk foodstuffs imported into the Colonies, *rice* for the Far Eastern territories, Mauritius, and the West Indies continues to give most anxiety. The allocations by the International Emergency Food Committee were larger in 1948 than in the previous year but exportable surpluses from the main rice producing countries remained insufficient to meet present world needs. The basic ration of rice in Malaya which averaged 4.6 oz. daily at the end of 1947 had risen to 7.6 oz. by the end of 1948. (These figures exclude supplementary issues for heavy workers and unrationed consumption in rice growing districts.) The rice ration in the Malayan Federation and Singapore could be supplemented by flour which was unrationed from March, 1948.

331. In the years after the war the shortage of cotton piece goods in the Colonies was the most serious shortage in the supply of consumer goods. Early in 1948 it was necessary to authorise importations from hard currency countries in order to supplement supplies from the United Kingdom. In the course of 1948 the supply position greatly improved, partly because of increased supplies from the United Kingdom and partly because of supplies from Continental countries and Japan. For example, the United Kingdom exported 39,000,000 square yards of cotton piece goods to East Africa in 1948, compared with 18,600,000 square yards in 1947. Exports to West

Africa were 116,000,000 square yards, compared with 68,000,000 square yards, and to the West Indies 12,300,000 square yards compared with 5,700,000 square yards (the figures for 1948 included re-exports of a certain amount of imported grey cloth which had been processed in the U.K.). By the end of the year, therefore, some Colonial regions, e.g., Malaya and East Africa, were, generally speaking, well stocked with imported cotton textiles and in others the position had very greatly improved, although there were some shortages of special types and the price of imported cotton textiles was also much above pre-war prices.

332. The above examples illustrate some of the supply shortages with which the Colonial Office was concerned during the year. As already suggested, the two aspects which were most in mind were the need to increase the flow of supplies for capital development and the need to keep Colonial markets supplied with consumer goods in what was in many of them, an actual or a potential inflationary situation. Colonial importing policy had to be co-ordinated with the foreign exchange requirements of the sterling group of countries as a whole. Colonial Governments were kept informed about changes in the foreign exchange position with principal foreign countries, and their import licensing systems were adjusted as necessary, so as to secure the maximum economy in hard currency expenditure.

333. After the end of the war when combined planning and allocation for many commodities gradually ceased, the programming of Colonial imports was gradually wound up, so that it remained in force only for a relatively few commodities which remained subject to some system of allocation. In 1948 it became evident that both by reason of general world shortages, and of foreign exchange difficulties, it was necessary to reverse this trend in Colonial import arrangements. Unless fairly precise information were available about Colonial import needs of scarce commodities it was impossible to assess these against other competing needs, or the needs of the United Kingdom to export for hard currencies. Accordingly Colonial Governments were asked to furnish estimates for 1949 of their import requirements for all goods which remain in some degree scarce. It was arranged for these programmes to be examined by an interdepartmental body which was set up for this purpose. At the same time the Colonial Office have made arrangements for closer liaison with the Crown Agents for the Colonies in all cases where the latter are meeting with difficulties over supplies for Colonial Governments.

### (g) Communications

#### (i) Shipping

334. The system of priorities for obtaining sea passages, introduced during the war years, was abolished in April, 1948, and the allocation of passages from the United Kingdom to the Colonies now rests with the shipping lines. Lack of shipping is however still a limiting factor on some routes and delays have occurred, at certain times of the year, in obtaining both homeward and outward passages. There has been some progress towards the resumption of pre-war passenger shipping facilities to the Far East and the West Indies. Seasonal congestion on the West Indian and East African routes has been relieved to some extent by special sailings arranged with the co-operation of the Ministry of Transport. The Pacific Steam Navigation Company's liner *Reina del Pacifico* resumed sailings to Bermuda, Bahamas, Jamaica and South America in October, 1948, and in February, 1949, the *Queen of Bermuda* re-entered the service between New York and Bermuda. Improvements have also taken place in the services of the K.P.M. connecting Mauritius with South Africa and the Far East.

335. The Report on West Indian Shipping Services by the Commonwealth Shipping Committee was published in November, 1948. Among its recommendations are proposals for a regular passenger service between the United Kingdom and the Eastern Caribbean, and for the provision of improved inter-island services in that area. Publication was followed by an announcement by Elders and Fyffes that their new vessel, *Golfito*, would be put into service in the summer of 1949 on the United Kingdom, Barbados, Trinidad and Jamaica run.

336. At a meeting at Barbados in February, 1949, there were informal discussions with Canadian Government representatives on the future arrangements for the services provided by the Canadian National Steamship Company between Canada and the West Indies.

337. Cargo services have continued to expand and to improve and are in most areas now adequate to meet demands. The capacity of Colonial ports to handle the traffic offered has been a limiting factor in some areas.

338. Serious congestion has been experienced in East African ports, particularly at Dar-es-Salaam, and the difficulties which had arisen were discussed at a meeting in London in January, 1949, which was attended by senior officials of the East African Territories as well as by Ministers and officials of the Departments concerned in London. It is hoped that improvements already in train will serve to relieve the pressure, but no permanent solution can be expected until long term plans have been implemented. The congestion at Mombasa has been gradually relieved and the port is now handling a greatly increased volume of tonnage in a satisfactory manner.

339. The congestion has been greatest at Beira. Early in 1948 a phased programme of imports was arranged which succeeded in keeping port operations in equilibrium, and there was no serious congestion for some months. Further difficulties again arose later in the year and as a result a Committee, called the Beira Imports Advisory Committee was set up in Salisbury which it was intended should assess port capacity and allocate tonnages for the territories concerned. It is possible that further measures of control and co-ordination may be necessary before permanent relief can be expected, and these are being considered.

340. The occurrence of drought conditions in Central Africa and the possibility of having to import through the port of Beira large quantities of grain, has served to aggravate an already difficult situation.

341. Additional port facilities or improvements to existing facilities are also under construction or in an advanced stage of planning at Mikindani (Tanganyika), Freetown (Sierra Leone), Takoradi (Gold Coast) and Lagos-Apapa (Nigeria).

#### (ii) *Civil Aviation*

342. Colonial airlines have steadily expanded their services. In the West Indies British West Indian Airways have introduced Vikings on their major routes, and have purchased Sealand amphibians for use in the Lesser Antilles. It is hoped that the Sealand will be brought into operation in the summer of 1949. British Guiana Airways, in which the Colonial governments have acquired a controlling interest, has successfully developed its internal services within British Guiana, and hopes shortly to operate to Boa Vista in Brazil. Bahamas Airways have been acquired by British South American Airways, and it is intended to develop their services and those of British West Indian Airways on a co-ordinated basis in the Caribbean. Services between Jamaica

and the Cayman Islands, and occasional flights to Tampa, Florida, have been operated by Caribbean International Airways. Vikings have also been successfully used by Central African Airways on their major routes, assisted by Bristol Wayfarers. The West African Airways Corporation operated internal services in Nigeria and the Gold Coast and the coastal route from Lagos to Dakar with Doves. In East Africa plans have been completed for the operation of services by the East African Airways Corporation to South Africa via Mozambique and to the Belgian Congo. In Mauritius Skyways have introduced a fortnightly service to Johannesburg, operated as an extension of the existing weekly service from Nairobi. Skyways also plan to operate a weekly service between Mauritius and Réunion. In Aden, pending the formation of a local company to be known as Aden Airways, British Overseas Airways Corporation have developed a network of services to Cairo, Addis Ababa, Hargeisa and Nairobi. Two companies are responsible for local air services based on Malta namely, Air Malta and Malta Airways, in the latter of which British European Airways have an interest. Air Malta, at present operating services to points in Italy, Sicily and North Africa, now plan to extend their services to Cairo. Cyprus Airways instituted their services to Beirut, Cairo, Athens, Ankara, Istanbul and Haifa in the early part of 1948 though the service to Haifa has been interrupted as a result of the difficulties in Palestine and is at present suspended. The service to Athens has been increased during the year and is now operating four times weekly. British European Airways operate a weekly service to Gibraltar via Madrid. Malayan Airways have maintained their network of services covering the Malayan Peninsula and the neighbouring territories, and during the year introduced a new service to Bangkok. The Government of the Falkland Islands have bought two Austers with which to operate local services in the Islands. One of these aircraft has been fitted to carry a stretcher to facilitate the transport of urgent medical cases to hospital from outlying areas. An Australian survey flight was made from Australia to South Africa via the Cocos Islands and Mauritius to investigate the suitability of this alternative air route. The air services between Hong Kong and Australia are now to be provided by British Overseas Airways Corporation and Qantas the Australian airline. Cathay Pacific Airways operate regularly to Manila and Singapore and at present on charter flights to Australia, and Hong Kong Airways maintain the services to Canton, Shanghai and Macao.

343. There has been a considerable increase in the activities of privately-owned colonial charter airlines, particularly in Central and East Africa. In East Africa various of the larger charter airlines have come together under the aegis of Airwork Limited who are creating a large maintenance and regular organisation in Nairobi. Private flying has also developed in many colonies with the increasing supply of suitable aircraft.

344. The ground services provided for civil aviation by colonial governments have increased in scope and complexity, as the use of colonial airports by international air services have grown. The scale of ground services provided and also the civil aviation practices and procedures have conformed as far as possible with the standard laid down by I.C.A.O., in the light of the advice given by visiting experts from the Ministry of Civil Aviation. In Fiji the decision has been taken, on the recommendation of the South Pacific Air Transport Council, to construct a new international airport at Suva Point. This will be an important staging post on the air route across the Pacific. In Singapore, after work had started on the construction of an international airport at Changi, to be used jointly by the Royal Air Force and civil aviation, investigation of certain areas of sub-soil showed that it would be necessary to modify the project, and it has now been decided to develop Changi as

an R.A.F. station only and to develop the existing R.A.F. base at Tengah, subject to survey work at present in progress, into a major international airport. Work on the new Livingstone Airport was inspected by a Ministry of Civil Aviation mission in June. It is hoped that this airport will be open for use by August, 1949. In Jamaica, Palisadoes Airport became temporarily unusable for heavier types of aircraft after exceptionally heavy rains. The airport is now open to aircraft not exceeding 85,000 lb. in weight, and urgent consideration is being given to the measures needed for rehabilitation. Steady progress is being made with the rehabilitation of airfields in Sarawak and North Borneo which are expected to be open for traffic towards the end of the year. At present, communications between Singapore and Borneo are maintained by an R.A.F. "courier" service with flying boats for which the local authorities are much indebted to the R.A.F.

345. Regulations to provide for the licensing of air services, to avoid uneconomic competition and to ensure the orderly development of air services in accordance with approved Government policy, are now in force in a number of Colonies. During the year under review I.C.A.O. Regional Meetings have been held in the South East Asia and the Africa/Indian Ocean areas and have been attended by representatives of the Colonial territories in those areas.

346. Meteorological services in colonial territories are still short of fully-qualified staff, but it is hoped to recruit additional officers as more university graduates become available, and to provide improved services in 1949.

### (iii) *Road and Rail Communications*

347. In Africa further progress has been made in improving the standard of the Great North Road network. Surveys of the Namanga-Arusha-Taveta and Dar-es-Salaam-Tanga roads have been completed and construction will begin at an early date. The first road link between the Cameroons Province and Nigeria has been completed and work has also started on a second link. In Malaya steady progress is being made in restoring the road system, particularly in respect of road bridges which were demolished prior to, and during, the Japanese occupation. The road across British Honduras from Cayo on the Guatemalan frontier to Belize, the capital, has now been reconstructed to take traffic all the year.

348. In Tanganyika the following railway lines are either under construction or recently completed:—

New Branch line to Mpanda lead mines—135 miles.

Short branch line from Managali to Kongwa—16 miles.

New line in the Southern Province connecting Lindi and Mikindani with the groundnut area—145 miles, of which 60 miles has already been laid.

349. It has been decided to build a railway to connect the Tanganyika Central line with the main Kenya-Uganda railway so as to provide an outlet to the Port of Mombasa. Arrangements are also being made to survey two alternative routes to provide a railway link between the Rhodesian and East African railway systems (the North South link), and also a possible route to connect the Rhodesian railways with the port of Mikindani so as to provide an alternative outlet for the northern parts of Northern Rhodesia and Nyasaland to the sea and to encourage the development of these areas.



350. As a result of the survey which was completed in February, 1948, the Government of Sierra Leone is considering the realignment and relaying of the railway, in order to give better running at lower costs.

351. It has been decided to defer until 1955 a final decision on the future of the British Guiana Railways. Meanwhile in order to ensure their economical operation for the next 15 years a programme of rehabilitation and improvement has been approved. Work on this has been started with the purchase and transportation to British Guiana of the whole of the equipment of the Bermuda railway, including both the rails and the rolling stock, at a cost of some £130,000.

352. Shortages of trained engineers and of material, particularly steel-work, have been factors limiting the rate of rehabilitation of the Malayan Railway, but these difficulties are being overcome. Large quantities of rolling stock and equipment ordered since the liberation of Malaya are now coming forward. The Railway is able, already, to handle the traffic offering, although the prewar standard of passenger services has not yet been fully restored. The completion of the reconstruction of the East Coast Line entails the rebuilding of twelve large bridges destroyed in 1941 as a denial measure.

#### (iv) *Telecommunication*

353. During the year radiotelegraph circuits have been opened between Jamaica and Panama and between Hong Kong and Swatow, Amoy, Taipeh and Foochow and additional radiotelephone circuits have been opened in the West Indies and between the West African Colonies. The radiotelephone services in the West Indies have been extended to Europe via the United Kingdom and also to Europe, Central and South America via the United States of America. Similarly services from Malta and Kenya have been extended to Europe and those from Kenya to Northern and Southern Rhodesia via South Africa. Phototelegraph equipment is to be installed at additional points in the West Indies, the Far East and Cyprus and at Accra for a service with London. Experiments are being carried out with Very High Frequency installations at Barbados, St. Lucia and Dominica for telegraph and telephone working with a view to extending the system to other islands.

354. The International Telecommunication Convention and Radio Regulations (Atlantic City, 1947) have been accepted by all the Colonies and came into operation on the 1st January, 1949. The Convention introduces a new class of membership—the Associate Member, with the same rights and obligations as a member of the Union except the right to vote. This should enable Colonies to participate more directly in future conferences.

#### (h) **International Economic Relations**

##### (i) *Economic Collaboration with Other Colonial Powers*

355. Arrangements designed to promote a close liaison in Colonial economic matters with the French and Belgian Governments were further developed during the year. Meetings with French economic experts in February and June, 1948, and with Belgian experts in June, 1948, resulted in arrangements being made for direct contact between the Departments responsible for economic planning in the three Colonial Offices, with the object of ensuring a full and regular exchange of information on development planning and on questions of general economic importance. At these meetings particular attention was paid to the opportunities for collaboration provided by such subjects as development planning, marketing policy, international trade, the co-ordination of production plans, communications and research. As a

result of these meetings discussions between officials of the three Colonial Offices were held in Brussels in July, 1948. Since the establishment in Paris (in October, 1948) of the Overseas Territories Working Group within the framework of the Organisation for European Economic Co-operation, on which Belgium, France, the Netherlands, Portugal and the United Kingdom are represented and to which reference is made in paragraph 360 below, formal economic collaboration in Colonial matters between these metropolitan powers has tended to centre around the activities of this Group.

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

356. The Economic Co-operation Agreement between the United States of America and the United Kingdom, which was signed on the 6th July, 1948, contained a clause which enabled His Majesty's Government, after consultation with Colonial Governments, to notify their accession separately. This Agreement extends to acceding countries the benefits made available under the European Recovery Programme, lays down the conditions under which such benefits are given, and sets out the understanding arrived at between His Majesty's Government and the United States Government on such other matters of interest to Colonial Governments as assistance to the United States in its stockpiling programme and the treatment of American relief goods. By the 31st January, all Colonies, except Bermuda and Barbados, had notified their desire to accede to the Agreement.

357. Assistance under the European Recovery Programme to the Colonies, has not as yet, for administrative reasons, been extensively sought by way of grants or loans from the United States Economic Co-operation Administration. In the autumn of 1948, however, discussions with the United States authorities were started with a view to securing the temporary services of American experts in the Colonies in fields where sufficient British experts were, because of the gap in recruitment during the war, not available. The United States authorities have expressed themselves agreeable in principle to the use of E.R.P. funds for the salaries of geologists, topographic engineers, and railway development experts who would be employed on special survey projects in the Colonies.

358. Considerable purchases of sisal were made by the United States authorities in East Africa in the autumn of 1948 in pursuance of their programme of purchases of strategic raw materials, and discussions with them were started with a view to negotiating further agreements for United States purchases of Colonial products.

359. On the 1st December, a Relief Goods Agreement between the United States of America and the United Kingdom was signed. This Agreement contains provisions for the extension to the Colonies of special treatment of relief goods.

360. Within the framework of the Organisation for European Economic Co-operation which was set up in April, 1948, in Paris, to achieve the speedy establishment of sound economic conditions and, to this end, to ensure the effective use of American aid, there has been formed a working group to study:—

- (a) the role of the overseas territories of the participating European powers in achieving a viable European economy by 1952-53;
- (b) the requirements of those territories for the purpose of implementing their plans for social and economic development;
- (c) the spheres in which co-operative action can most usefully be pursued.

The group, consisting of representatives of the Governments of Belgium, France, the Netherlands, Portugal and the United Kingdom, has recommended that special attention be given to co-operation in research, transport problems and policy regarding the production and marketing of Colonial primary products. It has been recommended that measures of co-operation should be pursued both between Metropolitan Governments and between Colonial Governments, with due regard to the association of non-European powers in matters of regional interest.

(iii) *International Trade Negotiations*

361. In paragraph 388 of last year's report it was stated that the provisional application of the General Agreement on Tariffs and Trade had not so far been extended to British Colonial territories. Following on consultation with the Governments of these territories notice of application to all except Jamaica was given to the United Nations Organisation in June, 1948.

362. The Havana Charter referred to in paragraph 390 of last year's report lays it down that it shall enter into force when a majority of the fifty-three governments signing the Final Act of the United Nations Conference on Trade and Employment (which authenticated the text of the Charter) have deposited instruments of acceptance. There is a proviso to the effect that if by the 24th March, 1949, the Charter has not thus entered into force it shall enter into force when the number of accepting governments reaches twenty. No instrument of acceptance had been deposited by the end of January, 1949.

## CHAPTER IV

### COLONIAL FINANCE

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

363. Financial policy in the Colonial Empire must be directed to serve the broader policy of Colonial Development to which His Majesty's Government are pledged, aiming at the continuous improvement of the standard of living and economic resources of Colonial territories. During the period covered by the previous report supplies both of capital equipment and of consumer goods were scarce, whereas money in most parts of the Colonial Empire was plentiful, since the prices paid for Colonial products were uniformly high. The prime objective of financial policy was therefore not to ensure that adequate finance was provided to enable development to proceed, but rather to ensure that the over-lavish spending of financial resources did not impede development by multiplying the demands on limited goods (and man-power) and so pave the way for uncontrolled inflation. During the period under review the situation has remained fundamentally the same, in that the prices of colonial products have remained high, and that goods rather than money have continued on the whole to be the limiting factor. The emphasis on checking inflation by means of resolute taxation policy and the encouragement of local savings has therefore been maintained. There has, it is true, been some contraction in savings banks deposits in the Colonial Empire as a whole (see para. 391). Taxation levels have, however, been kept up with very few exceptions, and there have been new introductions of income tax, which is now in force in almost all Colonial territories.

364. To say that the situation has remained fundamentally the same, however, is not to deny that there have been significant changes. The main change has been the marked improvement in the supply situation which is noted elsewhere in this report and which is reflected in the fact that it proved necessary, in February, 1949, to bring in a supplementary estimate of nearly £2,000,000 under the Colonial Development and Welfare Vote. This welcome quickening of the pulse of Colonial Development has brought with it a new phase of financial policy. Even if finance, for the present, is still not the major limiting factor to development, it has become necessary for His Majesty's Government to take all steps within their power to ensure that, in prosecuting their Development Plans in the future, Colonial Governments will be able to count on sufficient financial facilities to carry through the projects which increasing supplies render possible. His Majesty's Government have accordingly agreed that a limited programme of borrowing on the London market may be undertaken by Colonial Governments during the next few years (see para. 380), and have also introduced legislation which will enable Colonial Governments, as and when such a course becomes feasible and desirable to borrow under His Majesty's Government's guarantee from the International Bank for Reconstruction and Development (see para. 382). Finally, a Bill providing for two important amendments to the Colonial Stock Act became law in December, 1948 (see para. 396).

365. Within the framework of the financial policy described above, His Majesty's Government have done everything in their power to ensure that the necessary control by the Secretary of State over the financial affairs of Colonial territories is exercised as simply and rapidly as possible, and with the minimum of correspondence. With this end in view, it has been decided that the annual estimates of a number of Colonial territories need no longer require the Secretary of State's approval; steps have been and are being taken to speed up the method of controlling the finances of territories subject to Treasury control (para. 389); and the procedures for approving and controlling Colonial Development and Welfare Schemes submitted by Colonial Governments have been considerably simplified (para. 390).

366. The following paragraphs describe in greater detail some of the particular developments referred to above, and record other important events in the financial sphere.

367. *Revenue, Expenditure and Taxation.*—The table at Appendix IV gives a comparison of the revenue and expenditure of Colonial territories over a number of years. The expansion noticed in 1947 has continued.

#### (b) **Income Tax**

368. Income Tax legislation was enacted in North Borneo and Malta during the period under review, and the possibility is being explored of introducing it in Sarawak and Brunei.

369. The shortage of qualified staff continues to be a difficulty in administering Income Tax but arrangements are being made for courses of instruction to be organised by the Board of Inland Revenue and in the Colonial Income Tax Office, so that selected officers may benefit from training in this country.

370. *Double Taxation.*—During 1948 arrangements were concluded between His Majesty's Government and a further nine Colonial Governments for the avoidance of double taxation of income to individuals and companies on the basis of the modified version of the Double Taxation Convention between the United Kingdom and the United States (itself based on a model

recommended for adoption by the League of Nations). The arrangements with Barbados, Jamaica, the Federation of Malaya and Singapore are effective from 1948, and those with the Windward Islands (Dominica, Grenada, St. Lucia and St. Vincent) and the Falkland Islands from 1949.

371. The Government of the United States has been approached with a view to extending the United Kingdom-United States of America Double Taxation Convention to a number of Colonial territories; but it is not yet possible to say whether the extension will come into force as its operation is dependent upon the concurrence of the United States Government.

#### (c) Grants of Assistance from United Kingdom

372. The total sum paid out on Colonial services under the Colonial and Middle Eastern Services Vote during 1948-9 was £15,580,000.

373. The need for assistance from the United Kingdom to meet expenses of administration in the case of some of the poorer territories persisted throughout the year, and issues totalling £585,400 were made for this purpose. Financial responsibility for British Somaliland was assumed by the Colonial Office with effect from the 15th November, 1948.

374. A sum of £12,820,000 had to be provided to meet expenses incurred during the closing stages of the Palestine administration. This covered the deficit on account of the Palestine Government as at the 14th May, 1948, terminal charges and continuing liabilities, and the cost of the camps in Cyprus for illegal immigrants.

375. Grants to territories for specific purposes, apart from that to Palestine, totalled £601,138. The largest of these was the payment to the Government of Malta of £300,000 as a grant-in-aid towards the cost of food subsidies. A grant-in-aid of £100,000 was made for reconstruction and rehabilitation in North Borneo, and a payment of £35,000 towards immediate relief of distress consequent on the fire at Castries, St. Lucia, in June, 1948.

376. Payments to the British Council during the year amounted to £369,000. Grants to institutions—the Caribbean and South Pacific Commissions, the International African Institute, the Imperial College of Tropical Agriculture, and the Bureau of Hygiene and Tropical Medicine—totalled £72,632.

#### (d) Far Eastern Territories

377. *War Damage and Compensation and Financial Settlement.*—The previous report referred to the financial settlements concluded with the Malayan Governments and the Government of Hong Kong in April and May, 1948. It also gave details of His Majesty's Government's offer of financial assistance towards the cost of a Malayan scheme of war damage compensation: the final form of this scheme still remains to be agreed by the Malayan Governments.

378. In December, 1948, financial settlements were also made with the Governments of North Borneo, Sarawak and Brunei and agreement was reached upon the basis of His Majesty's Government's assistance towards a scheme of war damage compensation in those territories. In the case of North Borneo His Majesty's Government agreed to bear the cost of acquiring from the British North Borneo (Chartered) Company the sovereign rights and assets in the territory, and to waive payment of a loan of £503,296 which had been made to the Colony to enable it to redeem the currency

issued by the Chartered Company. His Majesty's Government also agreed to make grants of £1,100,000 to assist the Colony in meeting the heavy cost of reconstruction, over and above a grant-in-aid of £650,000 already provided in the United Kingdom estimates for 1948-49. To help in meeting the cost of a programme of development estimated at £3,300,000, His Majesty's Government agreed to allocate to the Colony a further £500,000 from Colonial Development and Welfare reserve funds subject to review in three years in the light of the Colony's ability to spend the total revised allocation, which now stands at £1,125,000: for her part the Colony expects to find about £570,000 and to raise a loan of £1,300,000 by 1953. In the case of Sarawak, His Majesty's Government have likewise agreed to increase the existing allocation from Colonial Development and Welfare reserves funds by £500,000 subject to the same review in three years' time. Any requests from Sarawak for further assistance will be considered on their merits in the light of a revised estimate of the territory's financial position and future liabilities. His Majesty's Government have agreed to seek no contribution from these territories towards the cost of the Military Administration which functioned before Civil Governments were established, but the incidence of expenditure on certain goods supplied by the War Office after the inception of the Civil Governments has not yet been decided. To assist these territories in meeting the cost of a scheme of war damage compensation estimated at £1,983,333, His Majesty's Government have agreed to make free grants of £816,667 to North Borneo and Sarawak and interest free loans to the three territories to the extent that the local Governments are unable to finance the balance of the compensation scheme from their own funds, subject to a maximum of £1,166,667. The exact division of the sum between the territories will be made when the compensation scheme has been completed.

379. *Debtor and creditor relationships.*—Legislation to deal with the value now to be placed in Malaya and Hong Kong on transactions in Japanese occupation currency was enacted during the course of the year by the local Governments and the moratoria which had been in existence since the liberation of the territories will be lifted when the legislation comes into force. It is expected that similar legislation will shortly be enacted in North Borneo, Sarawak and Brunei.

#### (e) London Loans

380. During 1947, as the previous report stated, no new money was raised by the Colonial Governments on the London market. Most Colonial Governments were able to finance capital development from accumulated reserves or Colonial Development and Welfare moneys; and the persistently unfavourable balance of payments obliged His Majesty's Government strongly to discourage approaches to the London market by Colonial Governments. In 1948 the adverse balance of payments has continued. His Majesty's Government have however reviewed the position in the light of their policy of Colonial development; and it has become apparent that certain projects contained in the Ten Year Development Plans of some Colonial territories, and certain other approved projects which were not originally envisaged can no longer be financed solely from accumulated reserves or Colonial Development and Welfare Funds. His Majesty's Government have therefore provisionally agreed that a restricted programme of London loans may be undertaken by Colonial Governments during the next few years, provided in each case that no other source of finance is available. It has been pointed out to Colonial Governments that all applications for London loans will need to be submitted to the Capital Issues Committee and that the state of the market at any given moment cannot be predicted,

381. The Government of Trinidad is the first Colonial Government to have raised a London loan since the war. In November 1948 permission was granted to this Government to raise a loan of £3,000,000 at 3 per cent. on the London market ; the loan was heavily oversubscribed.

#### (f) International Bank

382. Colonial Governments have been acquainted with the terms on which the International Bank for Reconstruction and Development would be prepared to make loans to them for the purpose of promoting their economic development. Negotiations have been proceeding between His Majesty's Government and the Bank, and legislation has been introduced which would enable His Majesty's Government, as member of the International Bank on behalf of the Colonies, to guarantee loans made to Colonial Governments by the Bank.

#### (g) Currency

383. Some progress has been made towards unifying the currency of the eastern group of colonies in the British West Indies (Barbados, British Guiana, the Leeward Islands, the Windward Islands and Trinidad), according to the recommendations of the Barbados Conference in May 1946. Appropriate legislation has been drafted on the usual Sterling Exchange model and is under consideration by the various administrations affected.

384. The inclusion of North Borneo and Sarawak in the Malayan currency system is also approaching its final stages. In the meantime circulation in these colonies is composed primarily of Malayan currency ; pre-war coin and notes are being withdrawn as rapidly as possible.

385. Malta is shortly to set up a full Sterling Exchange system. This will complete a development which started as a wartime measure with the introduction of a local note issue of concurrent legal tender status with United Kingdom currency.

386. The total volume of currency in circulation in the Colonial Empire remained steady, but there were some indications of expansion in West Africa and Malaya and contraction elsewhere.

#### (h) Other Developments

387. *Financial Devolution.*—The African Governors Conference in the autumn of 1947 recommended that while the Secretary of State's general authority over the broad financial policies of the African Governments must be retained, the Colonial Office should concern itself with financial detail only to the extent necessary to secure the Secretary of State's interest in the major issues of policy, e.g. inflation, fiscal policy, exchange and currency control, development finance and loan policy. The recommendation did not relate to work financed from United Kingdom funds or to any territory whose finances are under the control of His Majesty's Treasury (only Somaliland of the tropical African territories is in this position at present).

388. Accordingly, it has been agreed that formal control over the finances of tropical African territories (except British Somaliland) should be exercised only by the Secretary of State's function of advising His Majesty the King on the assent, wherever His Majesty's assent is constitutionally required, to Appropriation Ordinances and legislation of a financial character. In respect of services involving payments by the United Kingdom Government e.g. under the Colonial Development and Welfare Act, the Secretary of State's

approval will continue to be required. Estimates and Supplementary Estimates, the writing off of losses, etc., will not require the Secretary of State's approval. At the same time arrangements have been made for maintaining close contact between Colonial Governments and the Colonial Office in financial policy by means of correspondence and personal discussions.

389. *Financial procedure in Treasury-controlled Colonies.*—During the course of the year the method of controlling the finances of territories subject to Treasury control was reviewed. With a view to speeding up the approval of the estimates of these territories, it was arranged that comprehensive summaries of the estimates should be submitted to the Secretary of State in advance of their consideration by legislative councils, so that they could be debated in the light of the Secretary of State's views. Wherever this system has been adopted so far, it has worked with marked success.

390. *Colonial Development and Welfare Act.*—The procedure to be adopted by Colonial Governments in submitting schemes to His Majesty's Government for assistance under the Colonial Development and Welfare Act, 1945, has been considerably simplified. In order to afford greater local discretion in carrying out approved schemes, the majority of these are now being administered on the basis of the two main divisions of Capital and Recurrent expenditure, with the latter sub-divided into "Personal Emoluments" and "Other Charges". His Majesty's Government, however, reserve the right further to sub-divide these categories should the circumstances of a particular scheme make this desirable. The estimates as finally approved by His Majesty's Government constitute the financial authority for the scheme and lay down the limits within which local discretion over expenditure is granted.

391. *Savings Banks.*—With one or two exceptions, savings banks deposits have shown a tendency to contract during the period under review. The value of deposits has increased in some Colonies in spite of a net reduction in the number of accounts. The general picture is one of less saving through this medium, and in some Colonies special savings drives are under way.

392. *Sterling Balances.*—The sterling assets of the Colonies comprise Currency Board funds which provide the sterling reserves for local currencies, Colonial Government funds held with the Crown Agents for the Colonies, loans to His Majesty's Government in the United Kingdom expressed in sterling or sterling area currencies, and sterling funds held in London by banks operating in Colonial territories. These assets have been subject to some variation but in the aggregate have increased only slightly during the period under review. At the 31st December, 1948, they totalled some £610 millions, a figure which included nearly £90 millions of Dominion and Colonial sterling securities.

393. The principal holders of sterling assets at 31st December, 1948, were:—

	£ millions
West Africa	145
East Africa	105
Malaya (including Singapore and the Borneo territories)	100
Hong Kong	80

394. *Palestine.*—The Mandate was terminated on the 14-15th May, 1948, and the responsibility for continuing financial affairs of the former Government of Palestine, pending recognition of successor authorities by Government, was accepted by the Colonial Office.



395. The financial position as at the 14th May, 1948, shows a deficit of approximately £3,320,000. In addition, expatriate officers have the assurance of Government that they will receive statutory and compensatory benefits and leave rights to which they are entitled, while non-expatriate officers have been assured that, so far as may be practicable, they will receive the payments due to them. This assurance will hold good until such time as successor authorities have emerged. Certain other liabilities arising from the termination of the Mandate have also had to be met, and a supplementary grant of £12,820,000 was approved to meet payments in respect of the financial year ending the 31st March, 1949. This grant will be taken into account in any financial agreement to be negotiated with the successor Government or Governments, but statutory and compensatory benefits and leave rights are regarded as recoverable from any successor authorities which, in the opinion of Government, are capable of taking over the liability.

396. *Colonial Stock*.—A Bill which provides for two amendments to the Colonial Stock Act became law in December, 1948. The first amendment in the new Act is designed to prevent a return to the cumbersome procedure of transferring stock by inscription; the second amendment enables His Majesty's Government to authorise, by Order in Council, the East Africa High Commission and any other similar inter-Colonial body which may be established in the future to issue stock under the Colonial Stock Act so that such stock may rank as trustee security.

397. *Loan to British Honduras*.—After the hurricane of 1931 a loan was granted to British Honduras amounting to £242,191 18s. 10d. to help the Colony in the reconstruction of Belize. The charges of this loan, granted at a time when interest rates were high, have involved a heavy strain on the Colony's finances, which have for some years been receiving a grant-in-aid from His Majesty's Government. Repayments up to date, including both principal and interest, have amounted to £246,948 9s. 7d. and it has been decided, in order to help the Colony to balance its budget, that further repayments to His Majesty's Government should be remitted. The principal still outstanding amounted to £100,418 3s. 7d.

## CHAPTER V

### THE SOCIAL SERVICES

#### (a) Education

398. Educational progress is to a large extent imponderable. It cannot be expressed by figures of increased school attendance, or of examination passes, unless these figures are corroborated by convincing evidence of the quality of the education supplied. Such evidence cannot be obtained from the official reports, but only from contact with the educated people produced by the system. For these reasons much progress must go unrecorded in a primarily factual report. But much is being done in the Colonies to train more teachers, to build more schools, to increase and improve supplies of text books and equipment, or to better the health of pupils. Such progress must not be overlooked, even though the advance seems slow, or the ultimate goal remote. Nor must education be regarded as the prerogative of the schools. Social welfare and adult education movements and the work of technical officers in such fields as agriculture, animal health, and medicine form a substantial part of educational progress, though this work is perhaps still more difficult to assess than that of the education officer.

399. Development plans have been approved in most territories, and the year's progress consists largely in their steady execution according to the money and staff available. It may be convenient to begin this review with an account under the heads of higher education, mass education, and women's education, and then to proceed with illustrations from all over the Empire of educational progress in other fields.

400. *Higher Education.*—The Inter-University Council for Higher Education in the Colonies, under the Chairmanship of Sir James Irvine, has continued its manifold activities for the development of the Colonial universities and colleges. A generous grant from the Carnegie Corporation of New York has enabled the Council to appoint a Library Advisor, Dr. Richard Offor, Librarian Emeritus of the University of Leeds, who has begun to organise the central services needed by the Colonial institutions. The Colonial University Grants Advisory Committee, of which Sir Hector Hetherington is Chairman, recommended that, in the interests of academic freedom, direct grants to the autonomous universities and colleges from the higher education allocation under the Colonial Development and Welfare Act should be as free from detailed conditions and internal earmarking as possible and should not involve external approval of the institution's annual estimates. A despatch of the 29th September, 1948, incorporated the Committee's proposals and urged Colonial governments to adopt a similar freedom and block-grant procedure in their financial relations with the university institutions.

401. Legal instruments have secured the full autonomy of the universities and colleges, in accordance with the recommendations of the Asquith Commission of 1945 on higher education in the Colonies. A Statute of September, 1948, under authority of an Ordinance of September, 1947, provided a new constitution to the Royal University of Malta. Local ordinances established the constitution of the University College of the Gold Coast (10th August, 1948), University College, Ibadan (1st September, 1948) and Makerere College (19th January, 1949); a Royal Charter of 5th January, 1949, incorporated the University College of the West Indies. Local ordinances have also been passed for the establishment of the University of Malaya. All these constitutions have certain fundamental features, such as provision for effective representation of the academic staff on the governing bodies and the securing to the Senates or Academic Boards of control of academic policy.

402. Both the existing Universities have appointed new Vice-Chancellors. Dr. J. Manchè, Professor of Physiology and Biochemistry, has succeeded Professor the Hon. R. V. Galea as Vice-Chancellor and Rector Magnificus of the Royal University of Malta. Dr. L. T. Ride, Professor of Physiology, has been appointed to succeed Mr. D. J. Sloss as Vice-Chancellor of the University of Hong Kong.

403. The recommendations of the Carr-Saunders Commission Report (published as Colonial Report No. 229 in July, 1948), for the establishment of a full university out of the existing Raffles College and King Edward VII College of Medicine, have been welcomed in Malaya. Dr. G. V. Allen, has been appointed the first Vice-Chancellor. A grant of £1,000,000 has been promised from Colonial Development and Welfare funds towards the cost of the buildings, subject to the approval of the building plan by the Colonial University Grants Advisory Committee. It is hoped that the University will be brought into being in October, 1949.

404. The first full session of the University College, Ibadan, under its Principal, Dr. Kenneth Mellanby, opened in October, 1948, with 200 students, including nine women, in the Faculties of Arts, Science and Medicine. On

17th November, 1948, the Secretary of State attended an inauguration ceremony and cut the first sod on the permanent site. The Nigerian Government, in addition to providing £500,000 as a block grant towards the recurrent income of the College for the first five years, granted £250,000 to initiate an endowment fund. Grants to a total of £1½ million are available to the College from the Colonial Development and Welfare higher education allocation and grants from the research allocation have been authorised for the establishment of an Institute of Social and Economic Research as an integral part of the College.

405. The University College of the Gold Coast, of which Mr. D. M. Balme is Principal, was officially inaugurated at a ceremony on the 11th October, 1948. The 97 students and 28 staff are housed temporarily in some of the buildings of Achimota until permanent accommodation can be erected on the site of Legon Hill which has been acquired for the College. Architects have already been appointed. The College, like those in Nigeria and the West Indies, has been admitted to the special relationship with the University of London.

406. Teaching in the Faculty of Medicine at the University College of the West Indies began in October, 1948, with the admission of 32 students of whom 10 are women. His Majesty the King has accepted the office of Visitor and appointed H.R.H. the Princess Alice, Countess of Athlone, as Chancellor. The Department of Extra-Mural Studies has full-time resident tutors in six of the seven territories; with financial assistance from the Carnegie Corporation and staff help from the University of Oxford Extra-Mural Delegacy, it arranged for short training courses in Grenada, Barbados and Trinidad for part-time tutors; it is finding that the demand for classes is much greater than its capacity to provide them. Dr. H. D. Huggins has been appointed Director of the Institute of Social and Economic Research at the College. The Principal, Dr. T. W. J. Taylor, has announced that in October, 1949, students will be admitted to the Faculty of Science as well as to the Faculty of Medicine. Tenders have been invited for the first section of the permanent buildings of the College and of the teaching hospital which is to be erected on the College site.

407. In East Africa, Makerere College has not yet achieved university college status, but has announced its intention of doing so as soon as possible and has held discussions with the University of London concerning its admission to the special relationship with the University. Dr. J. T. Williamson of Tanganyika has presented £50,000 to the College for the building of a new physics laboratory. Among the grants from the Colonial Development and Welfare higher education allocation made to the College are £77,500 for the development of its Veterinary School, £102,000 for the development of the Medical School, and £10,000 to improve the resources of the Library.

408. *Mass Education.*—Steady work has continued on many existing schemes of mass education, particularly in Africa, and new schemes have been put in train, such as an experimental campaign under the supervision of the Gold Coast Government's Social Development Officer in the Ho-Kpandu area of Togoland under British Trusteeship. The Nyasaland project at Mponela was found to be unsuitable for extension and is to be replaced by a more comprehensive scheme in a different area, though steps are being taken to prevent the work at Mponela from lapsing altogether. In Nigeria, the measures of community development at Udi were extended and received wide attention because of their value in suggesting similar lines

of development elsewhere. Mass literacy campaigns attained considerable successes, not least in Northern Nigeria, for example in Katsina Province, where formidable difficulties had been anticipated. The literacy campaign in the copper-belt area of Northern Rhodesia continued to make good progress. In Kenya, progress was made in the work of the welfare centres, and several local Native Councils asked for "community halls" to be built, and readily contributed part of the cost. In Tanganyika, plans were adopted for a comprehensive scheme of social development. Outside Africa also, mass education has proceeded in many varying forms, such as the development of Adult Evening Institutes in Grenada and the work of Jamaica Welfare Limited.

409. A common impetus and suggestions for future lines of mass education policy were provided by the Colonial Service Summer Conference at Cambridge, held in August-September, 1948, on a theme "the encouragement of initiative in African society", when members of the Colonial Service mainly from Africa but also from elsewhere, drawing also on the experience of representatives of academic organisations and of Commonwealth and foreign governments, produced valuable reports and recommendations on such aspects of mass education as the organisation of team-work and the techniques which might be used. Steps have already been taken to give effect to the recommendations of the Conference. The techniques for mass education include the use of literature, films and radio, all of which continued to receive intensive study, both in the Colonial Office and by many Colonial Governments; a £133,000 Colonial Development and Welfare scheme was approved and embarked upon, as reported in paragraph 443 for the making of educational films by the Colonial Film Unit and two regional Literature Bureaux commenced full operation in East Africa and Central Africa respectively, to co-ordinate and promote means of supplying literature both from official and unofficial sources for these territories.

410. Exchange of experience between officers at work in the field is of the greatest value and steps are being taken to strengthen the clearing house of information and advice on mass education questions at the Colonial Department of the University of London Institute of Education (analogous to the U.N.E.S.C.O. Clearing House described in paragraph 440). An essential part of the operation of this clearing house will be the dissemination of information on mass education by a regular bulletin, plans for which had reached an advanced stage by the end of the period.

411. *Education of Women and Girls.*—In some colonial territories there is no need to discriminate between boys and girls in commenting on educational provisions and achievement. In others, however, it is still necessary to make a special record of the stages by which women and girls are moving towards parity in educational opportunity.

412. Women are slowly but surely taking advantage of the increasing facilities for higher education. There are women among the first groups of students in the University Colleges of Ibadan and the Gold Coast and a growing number is at Makerere where the first Kenya woman has won her place this year by direct entry. Three ex-Makerere women students—the first from East Africa—were awarded scholarships in 1948 to the United Kingdom by the Uganda Government. One is taking an Education Diploma course at Oxford, specialising in English, and another is taking a Social Studies course at Edinburgh. These join an ever-increasing number of women from all parts of the Empire who have come to this country to follow, both as private students and as scholarship holders, a wide variety of educational and professional courses. Nigeria, for example, in 1948 has sent two women

who have been running Domestic Science Centres in the Cameroons and in the Western Provinces to Hillcroft Working Women's College. Others destined for the Education Service are taking specialist courses in Domestic Science, Physical Education, Arts and Crafts and in Froebel Training Colleges. All on their return will help to swell the band of trained and educated women on whom the development of a balanced society depends. Public recognition of the responsibilities of women in a wider sphere than the home or the nursing and teaching professions is being gained in a variety of ways. The Gold Coast for example has selected African women for magistrates in the juvenile courts.

413. The provision of technical education for women is the next priority, and during the past year plans have been prepared in West Africa which are to be carried into effect in 1949 to give training for secretarial work in industry, administration and commerce; catering trades; design and dress-making and other associated occupations. Meanwhile in Bermuda in 1948 a Girls' Institute of Arts and Crafts was opened with its full complement of 90 students training in dressmaking and millinery. There are also in the island four Domestic Science Centres catering for 700 members.

414. In Africa there is a slow but steady development in secondary education. The number of pupils is increasing in all territories even if the standard of the education provided is uneven. The first group of girls sat for the Junior Cambridge Examination in Northern Rhodesia in December, 1948, and there are 20 girls in the Kenya African Girls' High School which is only a year old. Grants from the Colonial Development and Welfare Fund are helping to establish both Government and Mission secondary schools for girls. The Roman Catholic secondary school at Kaduna is already in use and the new buildings for the famous Wesley Girls School in Cape Coast, Gold Coast, are nearing completion.

415. In the development of primary education special mention should be made of Somaliland where deep-rooted prejudice has made progress in the education of women and girls extremely difficult until now. During 1948 however, with very little opposition, four small schools for girls were established with a total enrolment of about 50. It is proposed to expand this considerably with the help of the first established woman education officer.

416. In some territories most women reach maturity without any formal education and many of them now realise only too well what they have missed. Provision is being made for these groups in a variety of ways. In Nigeria for example, some 40 Centres are in existence providing opportunities for such courses as Home-making, Child Welfare, Needlework, Cookery and Literacy where it arises spontaneously from the demand of the women. These are in such contrasting environments as Lagos on the one hand and the Cameroons or the Plateau near Jos on the other. In practically every case the Centre once established is in the hands of an African woman. In Nyasaland an experiment has been tried this year of bringing into the Government Residential Training Centre the wives and families of the first men to be sent to this country to train as education officers. By giving these women opportunities of learning English and of modernising their outlook on home-making, it is hoped to enable them to share more fully their husbands' wider experience on their return. A Home-craft Centre for adolescent girls has been established this year in Bechuanaland. In Sarawak the Rural Improvement School is taking in 25 married Dyak couples and their families so that husband and wife can learn together

how to make the best use of their land and their home. Similar joint training schools for men and women have been carried out by Government and by Missions in other territories in connection with the training of teachers, agricultural officers, pastors and in the rehabilitation schemes for ex-servicemen. These plans have sometimes been undertaken in the face of considerable opposition from innate conservatism and from a fear of the unfamiliar but they have justified the faith of their sponsors.

417. The success of all these schemes rests on the selection of the right personnel. Senior expatriate staff have been recruited in increasing numbers to enable more women from the colonies to qualify first in their own country and then overseas for more responsible posts. The education staff of Malaya for example has been strengthened in 1948 by the secondment for a limited period of two experienced teacher trainers from this country. Borneo and Sarawak are both appointing their first women education officers. Nyasaland has created posts for three women education officers to survey and co-ordinate educational efforts on behalf of women and girls. Other territories are increasing their women staff by specialists of various kinds while wherever possible qualified women from the territories are being appointed to the Senior Service.

418. *Primary, Secondary and Technical Education.*—In each of the three West African territories, the establishment of a “Regional College” in the near future is under consideration. The general pattern of the Regional College is that recommended by the Elliot Report on Higher Education in West Africa. In brief, the Colleges will provide various technical courses and will supplement the work of the secondary schools by giving general post-school certificate courses and courses in teacher training, extra-mural studies, and refresher courses of various kinds. Dr. Harlow, Principal of Chelsea Polytechnic, Mr. Weston of the Ministry of Education, and Mr. Thorp, Chief Inspector of Education, Nigeria, have made a very thorough investigation of conditions and needs in the three territories and their reports will be available in the near future. In Nigeria, owing to the vast size of the country, a central organisation has been suggested which will include three branch institutions—one situated in each of the main geographical regions. In the Gold Coast, one Regional College is being planned. In Sierra Leone, negotiations have been under way between the Secretary of State, the Governor and the Fourah Bay authorities whereby, for an interim period of five years, a composite institution will be established to include the present Fourah Bay College in a Regional College. Arrangements will be made for the continuation of Degree Courses in connection with the University of Durham. It is hoped that the Principal will be appointed shortly and an enacting ordinance drawn up to establish the College and to give it a constitution.

419. The year 1948 saw the introduction in Nigeria of the first major scheme of educational reorganisation which applies to the whole territory and, at the same time, pays full regard to the variations of Regional conditions and development. The Education Ordinance of 1948, based on the recommendations of the Davidson “Memorandum on Educational Policy in Nigeria”, and the Phillipson “Report on Grants in Aid of Education in Nigeria” establishes an educational hierarchy consisting of a Central Board and four Regional Boards, and makes provision for the establishment within each Region of Local Education authorities or Committees. The duties and functions of the Boards are laid down in the ordinance, and those of the Committees will be laid down in relevant regulations under the Ordinance. A system of registration of teachers is prescribed, conditions

are determined for the establishment of new schools, and power is given to Regional Boards to close any school in certain circumstances. The difficult subject of standardising grants in aid is covered by comprehensive Regulations drafted by Sir Sydney Phillipson and promulgated with the Ordinance. This ordinance was accorded an unusual degree of popular welcome and appreciation on being presented to the Legislative Council and was enacted without serious opposition or even criticism.

420. A second striking advance in Nigerian education is the new programme of expansion for the Northern provinces, supplementing the 10-year plan. This is being drawn up to meet the enthusiastic and insistent popular demand for more education, and £500,000 is to be spent over 5 years, beginning with £150,000 in 1948-49. The primary school intake is to be doubled, 5 Men's Elementary Training Centres, 2 Men's Higher Elementary Training Centres, and 3 Women's Elementary Training Centres are to be established, having 700 students in all. The execution of this programme will do much to rectify present inequalities in educational advance.

421. In the Gambia, 3 new Native Authority Village Schools were opened in February 1949, and on the 7th March, a new Teacher Training Centre was opened in Georgetown.

422. In British Somaliland, the number of pupils in elementary schools has risen from 98 in 1943 to 420 in 1948, a primary school has been established with 141 pupils, and the first girls' primary schools have been opened, as reported above. Plans are under consideration to provide secondary education by the grant of scholarships tenable outside the territory and by the construction of a small junior secondary school. The most important development has been the preparation of a 7-year plan and an application has been made for £120,000 from Colonial Development and Welfare Funds for further primary education for boys.

423. In Trinidad, the population increased from 412,783 to 557,970 in the period 1931-46, but the school accommodation did not increase proportionately. The resultant shortage is being remedied by the increase of building grants to school Boards of Management from a half to two-thirds of the actual cost. The response to this offer has been immediate and 39 school building projects were approved and 22 completed in 1948, at a cost to Government of over £31,000. This compares very favourably with the expenditure of only just over £7,500 in 1947 on the old fifty-fifty basis. Accommodation in government schools is being increased by the voting of over £36,500 for seven major building projects. Further to the above the Department of Education is applying for sums up to nearly £323,000 from Colonial Development and Welfare funds for the rehabilitation of existing school buildings. About £40,000 was spent on school furniture during 1947-48, while the figure spent on books in 1948 amounted to over £18,500 compared with only £1,200 in 1947 (when books were in short supply). Other measures in Trinidad include the introduction of a primary school leaving certificate in 1948, for which 1,776 candidates were presented. 533 candidates passed and 12 bursaries will be awarded on the results of this examination to intending teachers to assist them in taking a 3-year course at a secondary school. The number of colonial scholarships has been increased from three to five. One of these is for girls only.

424. During 1948 in Jamaica, 22 Government elementary schools were built, and another 12 were started, while plans for a further 21 were approved. The 22 schools completed provided 5,450 places, of which 2,751

are new places. Twelve new denominational elementary schools have also been built, with 2,155 places, of which 708 are new. Marked progress was made in developing Manual Training, and nine schools were provided with workshops—5 of them at an average cost of less than £100. Fifty new school canteens were built, and over 120 schools now provide lunch each day of the school week. Six training courses for teachers were held—two each on Educational Methods and Principles, one each on Domestic Science and Manual Training. A team of teachers and an Inspector visited the Turks and Caicos Islands to run a course for teachers there. This course was financed from Colonial Development and Welfare funds.

425. In St. Vincent additional accommodation has been made available for primary education, including a new Infant-Junior school in Kingston.

426. In Bermuda, the school enrolment has risen from 6,493 in 1947 to 6,856 in 1948. Scholarships are offered yearly to enable prospective teachers to take courses abroad. Every encouragement is given to boys to enter as apprentices in H.M. Dockyard. At the end of 1948 there were 63 apprentices—19 more than in 1947. 1948 also saw the opening of the Bermuda Art School, the Girls Institute of Arts and Crafts with 90 pupils, and a school for the deaf.

427. In Fiji, a grant of £21,167 (sterling) has been allocated from Colonial Development and Welfare Funds for the establishment of an Institute of Educational Research, which will undertake investigations in Fiji, the Gilbert and Ellice Islands and the British Solomon Islands Protectorate of teaching methods and curricula. The institute will also try to produce norms for the measurement of attainment so that the best students may be selected for further training to fit them to take a greater post in the government of the various island territories.

428. In the Federation of Malaya, although the outbreak of violence during the latter half of 1948 unsettled many of the normal activities of life, particularly in agricultural districts, a further 194 vernacular schools were opened during the year, providing 14,000 additional places, while the enrolment in government and aided English schools increased by nearly 50,000. For the training of teachers a scheme which was started in 1946 in various local centres to supplement the limited output of the Sultan Idris Training College for men and the Malay Women's Training College bore its first fruits when 104 students passed the third and final examination; a further 500 students were under first and second year instruction.

429. In Singapore, steady progress is being made. The estimated enrolment of pupils in registered schools in 1941 was 71,000; in 1947 it was 92,036; in 1948, 101,125.

430. From this it will be seen that the leeway caused by the war is being made up. During 1948, two morning and two afternoon Government English schools were reopened, with accommodation for 2,200 pupils. One Malay morning school and two afternoon schools were reopened with accommodation for 446 pupils. Grants in aid are being increased, and considerable provision for new buildings appear in the estimates for 1949. A new Education Finance Board has been set up. A ten-year policy was approved in 1947, was published in 1948, and is being put into effect.

431. In Sarawak, the number of schools has risen from 279 in 1946 to 364 in 1948, and the corresponding figures for pupils are 28,177 and 34,200 (approximately). An encouraging demand for education is manifesting itself among the indigenous peoples. In some places, they have even provided



school buildings and hopefully await the arrival of a teacher. Five Local Authorities for primary education were constituted during 1948, responsible for 18 schools, and 12 new authorities are planned for 1949. Thirty "private schools" have been established by the indigenous peoples and some of these have qualified for grants-in-aid. The Missions are also beginning to provide Village schools for the indigenous peoples as well as schools for the Chinese population of the large towns. Another interesting new development is the Batu Lintang Teacher-Training Centre opened in July 1948, and the Rural Improvement School for married couples already mentioned in connection with the education of women and girls. Meanwhile expenditure on education is steadily rising; it is hoped that the staff position will improve shortly, and satisfactory steps are being taken in the rehabilitation of schools and equipment from the appalling ravages of the war.

432. Before 1940, educational activities in Gibraltar were conducted by the Roman Catholic Church, a co-educational Hebrew school and a few private schools. From 1940-44, all the population of school age was evacuated. Since 1944, an educational system has been built up similar in most respects to that in the United Kingdom, but adapted to local needs. It is organised into primary and secondary stages—there are already in existence Grammar, Modern and Commercial Schools and this year has seen the opening of a Secondary Technical School run conjointly by the Admiralty and the Colonial Government. At the Boys' Grammar School, there is a Higher School Certificate Class from which candidates can obtain scholarships to British Universities. One University and three teacher training scholarships are now awarded annually by the Colonial Government and one or two university scholarships are given annually by the Victoria Mackintosh Trust.

433. In Aden, the number of pupils is gradually increasing. The first rural school opened in January at Hiswa, with 25 boys. The boys' school at Tawahi has moved to larger quarters and a girls' school has been opened in the old buildings. A club building for teachers is nearing completion, and their library has been improved greatly.

434. In St. Helena, a new school has been opened at Sandy Bay, and secondary-school accommodation has been increased to 60. Provision of school meals has been continued with marked improvement in the health of pupils. The library has been greatly improved thanks to a Colonial Development and Welfare grant and cataloguing is progressing.

435. In East Africa, steps are being taken to implement the Weston-Ellis Report on Technical Education: one main difficulty is to recruit a suitable staff from the United Kingdom where technically qualified men are so much in demand and are so highly paid.

436. A revised ten-year plan has been approved by the Government of Kenya. Its main object is to provide within ten years a full primary course under qualified teachers for fifty per cent. of the population of school age; and to ensure that there will be an adequate supply of trained teachers, and a satisfactory number of pupils of both sexes who will receive education up to and including School-Certificate level. In order to ensure a fair spread of qualified teachers throughout all schools it is intended to increase grant-in-aid in respect of qualified teachers, rather than to increase the number of schools on the aided list. The plan also entails a considerable increase in the training of teachers, and of secondary education. In Tanganyika, the educational development plan is being implemented as fast as the shortage of men and material permits. Committees have sat in

Tanganyika and Kenya to work out a more adequate scale of contribution to European and Asian education by the communities concerned. At Mombasa a Moslem Institute is being established to supply the educational needs of the Moslems in East Africa. The Institute is to provide secondary education with emphasis on technical rather than academic subjects to matriculation standard, and various specialised technical courses. A site has been found near Port Tudor, Mombasa, and funds have already been provided by H.H. the Aga Khan, by the Government of Kenya and from Colonial Development and Welfare Funds. The Institute is a well-governed body established by charter and Their Highnesses the Sultan of Zanzibar and the Aga Khan have agreed to become patrons.

437. In Northern Rhodesia educational progress continues to be rapid and is assisted by the relatively strong financial resources of the territory. An interesting development is the introduction of compulsory schooling for children in the rubber belt areas and a modified form of compulsion has been adopted in other areas by some native authorities on their own initiative. In Nyasaland the second five-year plan has been recast giving special attention to the secondary education, to training of higher grade teachers and to technical education.

438. *The Oxford Delegacy for Extra-Mural Studies.*—To follow up the experimental work already undertaken by the Oxford Delegacy in the Gold Coast in 1947 a resident tutor was seconded to the Gold Coast for two years from April, 1948, to take further courses and to establish the work on a more permanent basis. Two tutors have also spent four months in Nigeria conducting experimental study courses which achieved some success.

439. *Fulbright Agreement.*—An important event has been the signature of the Fulbright Agreement by the Governments of the United Kingdom and the United States of America (Cmd. No. 7527 of 1948, "Establishment of the United States Educational Commission in the United Kingdom"). The Agreement establishes a joint commission which will make recommendations for the use of funds on educational programmes for the benefit of advanced students of both countries. The funds, of which the expenditure in a single year is not to exceed the sterling equivalent of one million dollars, derive from the sale of United States surplus war property in the United Kingdom. Almost all Colonial Governments have expressed their willingness to accede to the Agreement and it is hoped that a small number of experts and research workers from the U.S.A. will be appointed to colonial institutions of higher learning in the first year's programme of the Commission.

440. *U.N.E.S.C.O.*—Closer co-operation with the work of U.N.E.S.C.O. has been established during the year under review. Colonial representatives attended several U.N.E.S.C.O. Conferences including seminars on teacher training and childhood education in this country and in Prague respectively. Members of training college staffs in Nigeria and the Gold Coast attended the seminar on teacher training; and a school mistress from the Gold Coast went to Prague. Later in the year the same Nigerian representative was a member of the United Kingdom delegation to the Third General Conference of U.N.E.S.C.O. held at Beirut in November-December, he and the Secretary of State's Deputy Educational Adviser being advisers to the United Kingdom delegation on matters affecting the British Colonies. The delegation were successful in moving amendments to the draft resolutions for U.N.E.S.C.O.'s programme in 1949 in matters affecting the colonies particularly in the field of fundamental or mass education. To secure closer co-operation with U.N.E.S.C.O. in this particular field the Mass Education Sub-Committee

of the Advisory Committee on Education in the Colonies became during the year the Standing Committee for Fundamental Education of the National Co-operating Body for education with U.N.E.S.C.O. It is hoped that the establishment of U.N.E.S.C.O. as a clearing house on fundamental education will provide the Colonies with a useful source of information to supplement a similar clearing house at the Colonial Department at the University of London to which reference is made in paragraph 410.

**(b) Information Services and the British Council**

441. During the course of the year a circular despatch on information services was published. This despatch stated that the functions of Colonial Information Departments should be:

- (i) to keep the public informed of the policies, actions and achievements of the governments ;
- (ii) to assist with the machinery for community education and mass literacy campaigns ;
- (iii) to co-operate with external bodies, including the Information Department in the Colonial Office, in maintaining a two-way flow of information between the people in the Colonies and the people in the United Kingdom ;
- (iv) to supply information about the Colonies which can be used in foreign and Commonwealth countries.

The first two of these functions are being carried out with a fair measure of success in all those Colonies where full-time Public Relations or Information Officers are employed. Three further Colonial Governments made such appointments during the year, and it is now only in the smaller Colonies, where staff is limited by finance, that full-time officers are not employed.

442. The steadily growing information services operated by or under the supervision of Colonial Governments include the production and showing of films, mainly of an educational nature, and the development of broadcasting.

443. Plans for the Colonial Film Unit to expand its production of educational films specially suited for colonial use have been made possible by a grant of funds under the Colonial Development and Welfare Act. During the year a unit has operated in the Gold Coast, but the main effort is now being made in East Africa where a big production programme is in hand. The West Indian Governments have been asked if they wish the Colonial Film Unit to operate in the Caribbean. As it is a part of these plans to aid Colonial Governments to organise local film production, a training course for African cine-technicians was run in Accra during the year, while Africans have also been attached for training to European technicians working in East Africa.

444. There has been a steady growth of broadcasting services in the Colonies. The number of listeners in the 25 Colonial territories, where there are wireless or wire broadcasting services, may be estimated as approximately one million. During the year the number of listeners has risen especially in Trinidad, Hong Kong and Malta. It is planned to speed the development of broadcasting services by aid from funds made available under the Colonial Development and Welfare Act, 1945. As a first step a technical survey of the four West African territories has been undertaken. New equipment, extending the coverage of existing services, has been installed in Malaya and Northern Rhodesia. Radio manufacturers are being encouraged to produce low-priced receivers which will be specially suitable for colonial conditions.

445. Special mention should be made of the valuable work performed by the Public Relations Department in Malaya in connection with the disturbances. In addition to their normal means of conveying information to the public—by travelling film projectors and loud-speaker vans and by vernacular newsheets—they are preparing and distributing large numbers of leaflets in four languages designed to enlist public co-operation in measures directed against the bandits. These leaflets have been widely distributed by aircraft in addition to the usual means of distribution.

446. Against this background of progress it is disturbing to have to record the comparative failure to secure a higher standard in certain sections of the Colonial Press. Although there are many excellent newspapers in the Colonies, some of the Press is of a deplorably low standard. Apart from the lack of up-to-date plant and the absence of properly trained printing technicians in this section of the Press, editors and newspapermen of the poorer newspapers have little or no experience of journalistic practice. Far too often are journals of this type produced in order to serve some political end and with little or no regard to the need for accurate reporting. The inaccurate information spread by these news-sheets can do untold harm, particularly among the unsophisticated population of many Colonies. The only solution would seem to lie in improving techniques (by the provision of training for colonial journalists) and in developing among journalists a proper pride in their profession and a desire to follow a reasonable code in the pursuit of that profession. With the co-operation of the British Council and of the Newspaper Society a small scheme for the training of three colonial journalists was completed during the year. With the experience gained in this way, plans are now being prepared for a more comprehensive scheme for the future. In addition, Public Relations Officers in the Colonies are increasingly trying to help the local Press. Successful Press Clubs have been formed in several Colonies. Arrangements have also been made for parties of journalists to visit the United Kingdom to give them an opportunity of studying life in this country; seven journalists from Malaya and Singapore came to England under this scheme in 1948, and a further visit by journalists from other Colonies is now being planned.

447. The third function mentioned in paragraph 441 above—the development of a two-way flow of information between Britain and the Colonies—is mainly a matter for the Information Department in the Colonial Office, although the constant help of Colonial Information Departments is needed in the local distribution of information material about Britain, and in the supply of colonial news for use in the United Kingdom. The supply of films, books, periodicals, posters and other visual material about Britain has been maintained during the year. Special mention might be made of the film “The House of Windsor” which was made by the Central Office of Information for the Colonial Office and was shown in Colonies throughout the world at the time of the birth of H.R.H. Prince Charles. In addition to printed and visual material, a steady flow of background material for use by the Colonial Press is maintained by the London Press Service and the Overseas Features Service of the Central Office of Information.

448. In the United Kingdom steps have been taken to increase the flow of colonial news to the Press both through the Information Department and by encouraging news agencies and newspapers to appoint correspondents in as many Colonies as possible.

449. The year has also seen the launching of a campaign by means of lectures, films, filmstrips and booklets, etc., to arouse greater interest in

colonial affairs, particularly in British schools. This campaign is described in a booklet "Britain and the Colonies" published by His Majesty's Stationery Office in November, 1948.

450. Owing to the attacks made by certain foreign countries on British colonial policy, it has been found necessary to increase the supply to foreign and Commonwealth countries of factual information about the British Colonies. Colonial Information Officers have been encouraged to increase the supply of such information to neighbouring countries ; and in collaboration with the Foreign Office and the Commonwealth Relations Office, steps have been taken to supply material to counter the unfair allegations which are made about British "colonialism" in international circles.

451. In February, 1949, the first number of a Colonial Service Journal—"Corona"—was issued. This Journal, which is being published monthly by an editor attached to the Colonial Office, is designed to be a medium for the exchange of professional information and ideas and to keep members of the Colonial Service in touch with each other and with the Colonial Office.

452. *British Council.*—The British Council has continued to do valuable work in the Colonies in West Africa, the West Indies and the Mediterranean. It has also developed, as far as finances have permitted, the promising beginning which it made in 1947-48 in East Africa, Hong Kong, the Federation of Malaya and Singapore.

453. During the year discussions have taken place between the Council and the Colonial Office in order to ensure that there is no duplication of effort between the Council and Colonial Governments. The aim of the Council is to carry on in the Colonies any activity in the cultural and educational sphere of which the chief purpose is the "projection" of the British way of life and the promotion of closer relations between the people of Britain and the people of the Colonies. It is not concerned with normal educational work, which is the responsibility of Colonial Governments with help, if necessary, under the Colonial Development and Welfare Act. For this reason the Council has withdrawn from the educational work which it had been carrying out in a few Colonies, and it is now concentrating its attention on the establishment of Council Centres and reading rooms in the Colonies, the award of scholarships and bursaries specially designed to enable people from the Colonies to gain a closer understanding of the British way of life, and the organisation of visits to the United Kingdom by selected people from the Colonies.

454. The facilities offered by the Council for short courses of study and visits to the United Kingdom by people from the Colonies have been particularly welcomed and have done valuable work in showing the people from the Colonies many aspects of British life. In the Colonies themselves, the Council Centres and other activities, such as lectures and discussion groups, have continued to prove of great value in developing closer relations between the people of Britain and the Colonial peoples.

#### (c) Medical and Health Services

455. Throughout the year under review, recognition of the importance of the preventive approach to medical problems has gained ground and, as a result of the increasing determination of Governments to raise the social and economic status of the peoples, the effective control of certain major diseases may now justifiably be regarded as an attainable objective. Marked success has been achieved, in certain areas, by epidemic teams specially equipped to prevent the spread of infectious outbreaks, and inter-territorial

collaboration in Africa, now firmly established, is beginning to produce significant results. The shortage of Medical Officers remains a pressing difficulty in most Colonies and an increased burden of responsibility has had to be carried by the ancillary staff of Medical Departments. Notable progress has been made in the field of research and in the provision and modernisation of hospital services.

456. *Medical Policy*.—A paper setting out considered views on the most effective methods of raising health standards was placed before the African Conference held in London in 1948. Emphasis was laid on the place of preventive and social measures in a balanced medical policy and on the important part which locally recruited staff, and the population itself, must play in making these measures fully effective. The Conference accepted the policy outlined as providing a satisfactory working pattern for the development of positive health.

457. *Preventive and Social Medicine*.—Anchau Settlement in Northern Nigeria has demonstrated convincingly the ability of rural Africans to maintain high standards of communal hygiene in well-planned surroundings. Originally designed as a means of concentrating the rural population for tsetse-exclusion purposes, it is now recognised as a model creation in the field of social medicine. Similar projects are being considered for other territories and one has already been started in Tanganyika.

458. In the Gold Coast and Sierra Leone, travelling teams hitherto employed on the mass control of yaws and trypanosomiasis are being trained for more extensive work, including propaganda and the education of rural communities in personal and environmental hygiene. A health centre has been established in Sierra Leone and it is evident that the local population appreciates this type of service.

459. The advancement of preventive medicine has been considerably aided by the discovery of D.D.T. as a means of controlling simulium in Kenya. This fly is the vector of onchocerciasis, which has hitherto been uncontrollable and has led to the depopulation of large areas of arable land near streams in which the fly breeds. Research has now proved that it is possible by the use of D.D.T. to free thousands of square miles of simulium-infested country from both the fly itself and the associated worm infestation.

460. The training of Health Inspectors in Uganda has now been brought to a high standard. The school at Mbale, originally intended to provide resettlement training for ex-service men, has been of notable value. The importance of practical work, including design and building, has been emphasised and Inspectors now coming forward have a thorough grounding in the kind of work needed for the improvement of African communal hygiene. Work at native authority dispensaries in Tanganyika has been re-organised and the new system of control should bring about a general improvement in standards and lead to greater emphasis on the preventive side.

461. A large increase in health work has taken place in Cyprus and new infant centres have been opened in various parts of the island. Arrangements are now being made, by voluntary effort, to provide leprosy patients with transport to enable them to make excursions to selected parts of the Colony. Progress has been made towards the rehabilitation of health services in the British Solomon Islands Protectorate, where Health Units have now been established on a firm basis. An attempt has been made at the standardisation of public health administration in rural areas in Trinidad

by the establishment of an experimental station at the housing settlement in Morvant. This experiment, which has been extended to include the entire county of St. George, is directed towards the elimination of endemic disease, the encouragement of intensive measures of sanitation and health education by voluntary bodies and the stimulation of community and individual efforts in growing such crops as are indicated for the correction of nutritional defects.

462. In Singapore, special attention has been paid to preventive work, such as anti-malarial measures, drainage and irrigation, inspection of food shops and improvement of water supplies. Child welfare centres have been established in all densely-populated parts of the colony, and feeding centres, particularly for children and nursing and expectant mothers, have been established in special malnutrition areas.

463. *Curative Services.*—Leprosy control in Nigeria has been strengthened by the appointment of a Senior Leprosy Officer responsible for the central co-ordination of work in this field. An inter-territorial leprosy specialist in East Africa has been engaged in surveying the whole region under investigation and his researches have already shown that the disease is more widespread than had been realised. Systematic control measures are being considered and are expected to be put into operation when the survey has been completed.

464. In the venereal disease field, a Medical Officer for Uganda has received special training in United Kingdom centres and has also visited the Caribbean Medical Centre. At a meeting in London, Medical Officers from the East African territories and Mauritius discussed venereal disease control with United Kingdom experts. Plans are being formulated in British Somaliland for a large scale campaign of treatment with penicillin. Funds have been provided and preliminary propaganda has begun. All African territories are conscious of the need for active measures to diminish the incidence of venereal diseases and special attention is being given to proposals put forward by the World Health Organisation for mass eradication by chemotherapy.

465. In Fiji, arrangements are being made for a specialist officer to carry out a preliminary survey of the aetiology of anaemia and the distribution of dental disease.

466. Despite post-war difficulties progress has been made in a number of territories towards the construction of hospitals and other buildings. In Tanganyika, the building programme envisaged under the ten-year development plan has already been started and health centres are under construction in Kenya. An isolation hospital for tuberculous patients was opened at Camp Ogden in Trinidad in August, 1948, whilst in Fiji plans have been drawn up for a new Medical Centre in Suva which will include the Central Medical School and the Central Nursing School; building operations, aided by the grant of £168,200 from Colonial Development and Welfare funds, are expected to begin during the current year. In addition, substantial improvement have been made to Lautoka hospital. In the Gilbert and Ellice Islands, the reconstruction, on a permanent basis, of the main hospital on Betio has begun and active measures for the control and treatment of leprosy in the British Solomon Islands will now be possible as a result of the establishment of a Government leprosarium at Tetere. A new hospital is planned for St. Helena. In British Somaliland, one new hospital was opened in 1948 and another is now nearing completion. Alterations have been made to a third and a fourth is in process of reconstruc-

tion. At the Central Hospital, Hargeisa, a new outpatient department and Medical School have been completed, and maternity and child welfare clinics have been opened at Hargeisa and Burao.

467. In Aden, 100 hospital beds are now available for tuberculous patients as compared with 10 at the end of the war, and this increase, combined with the organisation of domiciliary visiting for cases unable to obtain admission to hospital, has resulted in a favourable response on the part of the public to advice regarding the importance of early treatment.

468. Scholarships have again been generously provided by the National Association for the Prevention of Tuberculosis to enable doctors and other members of Colonial Medical Departments to study anti-tuberculosis work in this country in all its aspects.

469. In Singapore, a far reaching plan for the extension and development of medical services is under consideration. The cost is expected to be about \$33,000,000 and the plans cover such projects as extensions to the General Hospital and the Venereal Disease Hospital, the improvement of quarters for hospital staff and of facilities at the leper settlement, the creation of a medical store and the building of more rural clinics and dispensaries. Particular attention is being paid in the Colony to the alarming spread of tuberculosis in recent years and provision has been made for the establishment of a sanatorium at a cost of \$2,217,000 spread over four years. The high incidence of the disease in the Federation of Malaya has been investigated by a United Kingdom expert of high standing who has advised the Government on the most effective methods of treatment and prevention.

470. *Malaria Control.*—The battle against the vectors of malaria in Cyprus is in its closing stages. Over 97 per cent. of the island is free from carriers of the disease and it should soon be possible to announce that it is a malaria-free country. Whereas, in 1946, cases of malaria totalled 4,492, only 385 were reported in 1948, all of these being old cases rather than new infections. During the latter part of 1948 over 650 blood films were taken of babies in 107 villages and amongst these not a single positive specimen was found. Further evidence of the success of the eradication scheme is provided by the fact that in November, 1948, as few as 15 adult anopheles were discovered after a search of almost 253,000 sheltering cases and only one larva was taken during January, 1949, from 567,548 units of water. The campaign has been conducted throughout by a Cypriot officer, Mr. Aziz, M.B.E. In Mauritius, a large and well-planned scheme for the eradication of malaria has been started. The method being employed in the first instance is the internal spraying of all houses and buildings on the island with formulations of D.D.T. and benzene hexachloride and operations are under the direction of a research team sent out by the Colonial Insecticides Committee. An organisation of considerable size has been set up to conduct the campaign and preliminary measures already taken have included spleen and parasite surveys and the establishment of mosquito-catching stations. Experiments have been continued in Uganda in the spraying of huts in rural areas in an attempt to control the incidence of malaria. Whilst results are promising, no definite conclusions have been reached. The progress made in malaria control in British Guiana has been of outstanding importance. As a result of the D.D.T. campaign 95 per cent. of the population of the colony is now protected from this disease. Whereas a year or two ago sugar estate hospitals were crowded with malaria cases they are now more than half empty; and whereas formerly the birth-rate on estates no more than balanced the death-rate, births now exceed deaths by five to one.



The population of British Guiana, which despite immigration of various kinds was stationary for a century, is now increasing. It has also been possible to use the same insecticides for an attack on the mosquito carrying filariasis and yellow fever. In Trinidad, the spraying with residual D.D.T. of houses in selected areas, including the environs of Piarco airport, is giving good results, whilst in Tobago, with the co-operation and financial help of the Rockefeller Foundation, an anopheles eradication campaign has been instituted and is being vigorously continued.

471. *Research*.—Reference to work under this heading is made in Chapter VI and more detailed information is given in the report of the Colonial Medical Research Committee for 1948-49.

472. *Staff*.—Shortage of medical staff continues to present a serious problem generally and ambitious schemes for the expansion of social services in many parts of the Colonial Empire are being hampered by recruitment difficulties. There is reason to hope, however, that with the resumption of courses in the Medical Schools in Singapore and Hong Kong, the Far Eastern territories will soon be assured of a steady supply of trained medical officers. The medical faculty of the University College in the West Indies opened in October, 1948, with 33 students in residence and a further intake will begin the course in October, 1949. A full medical teaching staff has now been appointed at Ibadan in Nigeria, where the first full session began last October. In East Africa, the Medical School at Makerere has received a grant of £102,000 from Colonial Development and Welfare funds. Consideration is being given to the institution of a State Medical Licence in Cyprus, where postgraduate courses in general medicine and surgery have been started with success.

473. *Nursing*.—The recruitment of staff from the United Kingdom to fill senior nursing posts in the Colonies has continued to present no serious difficulties. To meet the position resulting from progress made in the training of midwives in many territories over the past 10 years, possession of a full midwifery qualification by all new members of Queen Elizabeth's Colonial Nursing Service was made compulsory as from the 1st January, 1949. There has been a large increase in the number of Colonial students accepted for nursing training in the United Kingdom, the total having been more than doubled during the year under review. Of the 500 students at present in training, about half are of West African origin and some 200 have been sent by the West Indian colonies. When these Colonial nurses have obtained the required training and experience they will be eligible for appointment to Queen Elizabeth's Colonial Nursing Service. As far as the training of nurses in Colonies is concerned, considerable progress has been made possible by the appointment of Sister Tutors, most of whom have qualified through the scheme enabling Nursing Sisters already in the Colonial Service to obtain special training and to sit for a University Diploma. In certain Colonies, such as Singapore and the Gold Coast, legislation has been passed which provides for the registration of nurses and which, it is hoped, will prepare the way for reciprocity with this country. Several other Colonial territories have such legislation under consideration.

474. *Panel of Consultants*.—The value and popularity of the experimental scheme briefly described in the Report for 1947-48 has already been clearly demonstrated. During 1948, visits were paid to West Africa by consultants in obstetrics, tuberculosis and social and preventive medicine and East African territories were toured by specialists in the fields of child health, venereal disease, and tropical medicine and hygiene. The programme for

1949 has opened with the visit of a venereal diseases expert to the four West African Colonies. Evidence shows that the objects of the scheme are being realised and the growing volume of correspondence now passing between visitors and Colonial Medical Departments bears witness to the establishment of a close liaison which, it is confidently hoped, will serve to keep those responsible for the health of Colonial peoples in touch with the latest developments in curative and preventive medicine: it is also hoped that the scheme will lead to the closer understanding of colonial health problems and to the formation of a body of expert opinion in this country.

#### (d) Nutrition

475. The programme of colonial nutrition work includes, on the one hand, teaching and the application of the large body of existing knowledge; on the other, investigation by means of surveys, field experiments and research to fill the gaps in that knowledge. The Central Nutrition Organisation, which is now playing an increasing part in this work, sprang from a recommendation made in 1937 by a Research Committee of the Committee on Nutrition in the Colonial Empire, under the Chairmanship of Sir Edward Mellanby, drawing attention to the need for a central organisation to co-ordinate nutritional investigations in the Colonies. The Human Nutrition Research Unit in London and the Field Research Station in the Gambia, where both fundamental research and studies on the processing and storage of tropical foodstuffs are in action, together with the Gambia Field Working Party, and the Department of Nutrition at the London School of Hygiene and Tropical Medicine, are related parts of the Central Nutrition Organisation as it exists at present.

476. At the Human Nutrition Research Unit of the Medical Research Council, much of the research carried out over the past year has related directly to colonial nutrition problems. Following the publication early in 1948 of the report on an investigation on fatty liver disease in West Indian infants, further work on fat metabolism has been continued, while the causation of the disease is now being followed up in the Gambia. Other studies on parasitisation, wound healing and the examination of tissue changes which may be produced by diet have also been in progress. On the food technology side (that is, on questions relating to the processing and storage of food), the continued work on the parboiling of rice has made it possible to define the conditions under which a palatable and acceptable product can be obtained.

477. A recent study in Basutoland produced evidence that the increased prevalence of pellagra might be associated with the use of certain types of maize milling equipment: the work is continuing and investigation is now being made, with the co-operation of milling concerns, into the possibility of developing a new small scale mill which might prove suitable for use in colonial rural areas and in relation to other grains such as millets and sorghums.

478. Arrangements have been made for expansion of the Field Research Station in the Gambia, under the Medical Research Council; accommodation is being provided for research into problems of tropical medicine other than those directly concerned with nutrition. Nutritional research at the Station is being developed in the closest touch with the Nutrition Unit in London and a research ward of 16 beds was opened in March, 1948. Provision has also been made for experimental work on the milling

of tropical cereals such as millets and sorghums, and the drying, processing and storage of local food products. Further experimental work on the vacuum oil food drying technique, which underwent some trials in Trinidad, will now be undertaken here. All such studies will be allied with field investigations by the Gambia Field Working Party; special attention is being given to the problem of protein deficiency as seen in the rural areas.

479. Experimentation on the improvement of nutrition in an African village, by the Field Working Party in the Gambia, working in co-operation with the Gambia Government, is making good progress. The initial year's survey in 1947 confirmed the need for increased agricultural production both to meet the chronic food shortage in the area and to raise the output of economic crops, whose sale would enable the villagers to purchase time and labour-saving equipment. During 1948, two areas under ground-nuts (as an export crop) have been laid down, in addition to the land which is being farmed by the village as in previous years. The first of these areas is cultivated jointly between the villagers and the Working Party, using mechanical implements for the most laborious tasks only; in the second area, the Working Party has introduced full mechanisation and the best modern methods of cultivation. In 1948, the severity of the customary "hungry season" before the harvest was reduced by the provision of rations, charged against the later sale of the crops; while the increased acreage of staple cereals grown during that year has helped to bridge the hungry months of 1949. A detailed survey of the costs of the new production techniques has now been in progress for a year.

480. Preparations for the establishment of an Applied Nutrition Section at the London School of Hygiene and Tropical Medicine are continuing. Meanwhile the co-ordination of colonial work on field surveys and in applied nutrition is being carried out by the Nutrition Department of the London School of Hygiene; the staff of this Department have been in the closest touch with the work in the Gambia throughout the year. The provision of short training courses in tropical nutrition for newly-appointed colonial officers, for officers on leave and for colonial students is being expanded.

481. It is hoped that the pattern of teaching, field investigation, applied nutrition and research will ultimately be repeated in various parts of the Colonial Empire. As a first step in this extension work, a month's Nutrition School was held in East Africa—at Makerere College, Uganda—in February, 1949. The School, arranged by staff of the Central Nutrition Organisation, included inter-departmental teams from Kenya, Northern Rhodesia and Tanganyika, and individual officers from neighbouring territories. It is felt that the training of these teams should give valuable assistance to the territories in working out suitable ways of determining and solving their particular nutrition problems.

482. Turning to the work in the Colonies themselves, nutritional improvement depends so closely on the co-operation and initiative of a number of Government Departments in each territory that a representative picture of their activities can hardly be given in a few words. Medical Departments in many territories are continuing to arrange supplementary feeding for needy cases among mothers and young children at the clinics, and to emphasise in health and hygiene talks the part which a proper diet must play. The appraisal of nutritional status is also becoming a feature of school medical examinations. Of parallel importance are the food production schemes and the encouragement of vegetable-growing and school

gardening activities by the Agricultural Departments; the teaching of agriculture and domestic science; and the arrangements made by Departments of Education, Social Welfare and Labour for the feeding of special groups. Much help is also given by independent organisations, of which Jamaica Welfare Limited is a notable example. Local materials of high nutritive value such as shark oil and red palm oil, which in former days were too often wasted, are now being used as feeding supplements in a number of territories. Permanent organisations for nutrition work have so far been established in but few colonies; in the Federation of Malaya, however, a Nutrition Unit, based on the Institute for Medical Research, Kuala Lumpur, and working under the Nutrition Officer, is carrying out surveys and experiments on the lines of the Gambia work. In Singapore, too, a Nutrition Unit, associated with the Biochemistry Department of the College of Medicine, has continued to make regular surveys of food consumption and to assist in the feeding scheme for pre-school children.

483. Nutrition Committees, or committees whose functions include nutrition, are in operation in twelve territories. In particular, the Nutrition Committee of British Guiana has been active in initiating nutrition propaganda and in arranging feeding experiments; through its "basic stocktaker", the Committee has reported on the Colony's food position and made an estimate of its future food requirements. Nutrition Officers in Northern Rhodesia, Tanganyika, Mauritius, Gold Coast and Barbados have played an important part in carrying out surveys, undertaking nutrition teaching and giving advice on school feeding and other group-catering arrangements. Nutrition appointments have also been filled in Nigeria and Trinidad, while a dietitian has been appointed to the South Pacific Health Service to advise on diets in this area.

484. The extension of the use of food yeast is continuing. Some 15 territories have reported on the results of clinical tests, or experiments on the best method of use. The value of the product as a B-vitamin supplement in school "snacks" and in institutional feeding has now obtained wide recognition in the Colonies.

485. At the international level further work was undertaken in preparation for the African Nutrition Conference which is now to be held at Dchang in the Cameroons later in 1949. A colonial delegation attended the Montevideo conference in July, 1948, arranged by the Food and Agriculture Organisation.

#### (e) **Housing and Town Planning**

486. The amount of building which a territory can carry out at any one time depends on the manpower, technical staff, artisans and labourers, and on the materials, local and imported, available.

487. Substantial progress has been made during the year to recruit additional staff for the Colonial technical services, many of which are however still understaffed. The extension of facilities for technical education and training now taking place will help to solve the shortage of skilled artisans which is at present hindering building development in some territories, but this will take time.

488. In many Colonies a large part of the materials needed for building has to be imported. The present general shortage of such materials as steel and soft wood cannot but affect Colonial building. There was for a time a serious shortage of cement; supplies of this material are now

however easier. Building materials are bulky and, even where there is no shortage, supplies are limited by available transport facilities. The facilities for transport within a Colony may also control the use of locally produced materials.

489. The necessity for developing local building material industries is generally appreciated and there have been important developments in this field in a number of territories during the period under review. Among these is the construction of a cement works in Northern Rhodesia. In Jamaica and elsewhere plans for manufacturing cement are being studied. Though suitable materials for manufacturing cement are to be found in many Colonies, the equipment needed for their working is elaborate.

490. Local gypsum deposits are now being developed for building purposes in Jamaica. The processes involved are relatively simple. In British Guiana the setting up of a sand-lime brick industry is being studied, and in Barbados a waste product of the sugar industry is being used experimentally for house building. Other developments include the construction of a large plywood factory in Nigeria.

491. The experience of the Department of Scientific and Industrial Research and Building Research Station, through the recently appointed Colonial Liaison Officer, is being made increasingly available to Colonies in regard to the development of suitable building materials.

492. Improved design of buildings through simpler standards and greater economy in the use of materials can do much to put existing building capacity to the most efficient use. This is being assisted by the strengthening of the architectural and quantity surveying services in many Colonies and also by increased interchange of technical information and the establishment of standards on a regional basis. In West Africa this interchange of information is being furthered by annual meetings of the four Directors of Public Works. In Central Africa a technical adviser and African housing officer has been appointed by the Central African Council.

493. *Housing.*—Among the developments in the field of housing during the past year has been the appointment by the Uganda Government of a Superintending Engineer to be responsible for all African housing constructed at the Government's expense in the Protectorate. Near Kampala a scheme for 800 dwellings is being studied. A number of experimental houses have already been built so that the demand for the various types of house can be assessed. An African housing scheme for Jinja is being planned. The small township housing estate near Entebbe is also being developed.

494. In Tanganyika the Government has planned to build 295 houses for leasing to Africans at Dar-es-Salaam. Eighty of these houses have now been completed. A further scheme is being started. A scheme for 220 houses at Tanga has also been prepared. A woman Welfare Officer trained in housing estate management is now being recruited to supervise the Dar-es-Salaam housing schemes. She will also assist Africans, especially the women-folk, to adapt themselves to living in improved types of houses. The reconstruction of the African quarter of Zanzibar township, an item in the Ten-Year Development Plan, is proceeding steadily with the assistance of Colonial Development and Welfare funds.

495. In Kenya the Nairobi Municipality is pressing vigorously ahead with African housing. In one new location 1,500 new houses are being built, some by traditional methods and others experimentally with new

materials. Two other schemes to make land available for construction of houses by Africans or their employers to a standard laid down by the Municipality are well advanced. Other schemes are projected.

496. The housing officer appointed by the Central African Council has visited South Africa to study recent African housing schemes there and has assisted in the preparation of "A Report on African Housing" which is being issued by the Council. This report has been drawn up to help those responsible for building houses for African communities. In Northern Rhodesia further progress is reported by the Department of Local Government and African Housing.

497. The housing problems of Singapore are particularly acute. Its population has risen from about half a million in 1931 to just under a million in 1947. Densities of from 300 to 500 persons to an acre are common in some parts of the city. In 1947 an official committee was appointed to study this problem. It recommended an immediate programme of housing for the period 1948-50 which will provide housing for about 36,000 people. The first part of the programme is under way. It will however only touch the fringe of the problem. A quarter of a million people want re-housing at the present time. The natural increase in population will mean another quarter of a million will have to be housed in the next ten years. Only a very small proportion of these people can be re-housed in the city area. The only remedy therefore is to decant a large proportion of the people into new dormitory suburbs and satellite towns. This may mean the expenditure of a very large sum on land requisition and on development and building. The financial aspects of this proposal call for careful and expert investigation, for which at the moment the Colony has no staff. The Committee therefore recommended the formation of a Government Housing and Town Planning Authority. This and the other recommendations are now being considered by the Singapore Government.

498. In Trinidad further progress was made in clearing the Declared Slum Clearance areas in Port of Spain and San Fernando. By the end of September, 1948, a further 136 flats of one, two, and three-room designs had been completed in the areas, bringing the total to over 400.

499. In Seychelles a grant of £21,320 under the Colonial Development and Welfare Act has been made for the construction of a model housing scheme for estate labourers. If the model village is a success it is planned to build settlements in other parts of the islands.

500. Seventy houses have now been completed in St. Helena under the housing scheme inaugurated three years ago.

501. *Town Planning.*—Town planning defines the physical framework within which housing and other forms of building may develop. Great opportunities exist for town planning in Colonial territories. During the year a number of new town planning appointments were made. Among these was the appointment as Government Town Planning Officer in Uganda of the former Government Town Planner in Palestine. In British Guiana a Town Planning Officer has been appointed to supervise the large building programme, to plan the lay-out of residential areas, and to replace the area of Georgetown devastated by fire in 1945. Other new appointments include Town Planning Officers for Trinidad and Fiji. A chief town planning officer is also to be appointed by the Government of Tanganyika.

502. Among the most important developments in this field during the past year has been the preparation of a new town plan for the rebuilding of Castries, capital of St. Lucia, the Windward Islands. This town was almost completely destroyed by fire on the 19th-20th June, 1948. The Colonial Development Corporation is to assist in the rebuilding of the town. Part of the funds for reconstruction are being provided by His Majesty's Government.

503. In Sierra Leone two areas in Freetown and one area in the immediate vicinity have been declared planning areas under the Town and Country Planning Ordinance 1946, while in Gambia a scheme for swamp reclamation and for the resettlement of part of the population of Bathurst is being investigated by a consultant engineer.

504. In Nigeria a scheme has been approved by which a hitherto undeveloped area to the S.E. of Port Harcourt will be built upon, mainly for residential purposes. The lay-out has been prepared by the planning authorities who will provide roads and services (estimated cost £16,500) leaving the erection of houses to private enterprise. Work is in progress.

505. A lay-out plan has been approved for Apapa which will provide residential accommodation for 15,000 people with all normal amenities, provision being made also for large numbers of commercial, industrial, and produce storage plots.

506. The Ikeja Town Planning authority has been active chiefly in slum elimination in the area around the township boundary, and in the prevention of ribbon development.

507. In Hong Kong the Preliminary Planning Report submitted by Sir Patrick Abercrombie following his visit to the Colony in late 1947 is now under consideration. Until matters of broad policy have been decided, no major town planning projects can of course be initiated. A Town Planning Ordinance has been enacted in Fiji, and all towns and townships, with two exceptions, have been declared town planning areas, thus ensuring planned development in the future.

508. In Mauritius the aerial survey required to complete the town planning scheme is expected to be made this year. The preliminary survey of the Plaines Wilhems sewage disposal scheme, estimated to cost £1,700,000, has been completed.

#### (f) Social Welfare

509. Progress in social welfare is not a spectacular growth which can easily be measured from year to year and, if the progress which is reported relates frequently to the development of organisations and not to improvements in social conditions, it is because the trend of social conditions does not readily lend itself to accurate summary description over such a large field as the Colonial Empire. The main emphasis during the past year has been on the development of social work connected with the law courts, on improvement of prisons and on development and consolidation of official welfare organisations: attention has also been paid to the organisation of community centres, to rural welfare, to child and youth work both at the local and the international level and to the recruitment and training of staff.

510. *Treatment of Offenders.*—There has been substantial development in the provision and enlargement of probation services. Comparatively few colonies do not now provide an embryo probation system, and some are arranging for an extension of the system through the training of local staff

in its principles and practice. Fully trained officers were appointed for the first time to Uganda, Tanganyika and Northern Rhodesia, and arrangements are in hand for appointing a senior officer to Malaya and to Hong Kong: three local probation officers have been appointed to Singapore where in addition an experienced officer from the United Kingdom has been appointed in an advisory capacity. Four probation officers including one woman are being trained in Jamaica by the European officer and his senior assistant. In Kenya, Sierra Leone and the Gold Coast there is already a well established system and in a number of the West Indian islands probation treatment has been used by the courts for the last year or two. The importance of these developments requires no emphasis either from the individual or the social aspect: if properly developed and used the system will afford considerable relief to prison systems and will remove from contaminating influences the many minor offenders who in the past have constituted the greater part of the short term prison population.

511. A second Approved School is being built in the Gold Coast and the Prison Department has recently inaugurated a borstal establishment. A striking example of an excellent approved school is to be found at Lapithos in Cyprus: there are also good schools at Isheri near Lagos and Bukit Timah in Singapore. In most colonies there is some provision for educational and reformatory treatment of the young offender.

512. Progress has been made in the administration of the prison services, in the training of warders on first employment and in the development of prison farms: in East Africa, particularly Kenya and Tanganyika, more use is being made of the prison camps for dealing with first offenders, and this system continues to yield satisfactory results and minimum figures of recidivism: greater attention is now being paid to vocational training and to after care. The treatment of women in prison has been the subject of investigation and it is hoped that as a result of the enquiry conditions for women will be improved. Corporal punishment for prison offences has in most places been reduced to small dimensions. In the West Indies a successful conference of prisons' officers was held during the year at which the chair was taken by Mr. N. R. Hilton, an ex-Director of Prison Administration in this country: Mr. Hilton saw most West Indian prisons during the course of his visit and was able to offer practical advice to the respective governments. In the Gold Coast during the disturbances prison rioting in Accra might have resulted in tragic loss of life but for the steady bearing of African prison warders and the cool leadership of Mr. S. E. Hutchings, who was awarded the George Medal.

513. The Treatment of Offenders Sub-Committee of the Social Welfare Advisory Committee has taken an active part in promoting the development of modern methods of dealing with delinquents and in encouraging the efforts of individual prison administrations to improve their practice.

514. *Community Centres and Rural Welfare.*—In the West Indies, Jamaica Welfare Limited, an independent organisation which has enjoyed a substantial measure of financial support from Colonial Development and Welfare sources, has conducted campaigns under the title of Food for Family Fitness amongst rural communities in the island. In Barbados the house-craft centre has in a smaller way been exerting a very useful influence. In Africa rural welfare has been primarily the concern of the District Administration and missionary agencies but it is also closely connected with the conception of mass education and community development which is dealt with in paragraph 408 above.



515. There has been some development in the use of community centres particularly in the Gold Coast; in Kenya and Tanganyika where a large programme of building was undertaken after the war community centres are successfully meeting a definite need. Women's clubs in Uganda on the lines of village institutes in the United Kingdom, are increasing in number and influence; liaison has been established with similar organisations in this country. In Uganda also four demonstration teams continue to play an important part in rural life by informal education on all subjects closely affecting African life. In Singapore child feeding centres may be expected to develop into a very significant form of community centre which should offer valuable openings for other forms of social welfare work, as is explained below.

516. *Child Welfare and Youth Work.*—The child feeding centres in Singapore were described in a recent report by the Social Welfare Adviser to the Secretary of State:—

“The first centre was established at the beginning of 1947 and today there are some twenty-five centres each situated as near as possible to the children's homes. The fact that it was necessary to have a large number of centres to enable young children safely to attend regularly has contributed towards their success. The smaller centre has offered opportunities for considering the children as persons and not merely as empty stomachs, and the Department was quick to realise the chance so presented for more constructive work and possible development. The multiplicity of centres also created staffing problems which could not be met from the Department's limited resources and this again was a liability that was turned into an asset. It was decided to run the centres with voluntary workers, a decision which in the event has done more to familiarise the public with, and enlist its support for the work of the Department than any other single issue. A large number of representative women of all races in Singapore are now actively engaged in this work. Apart from the valuable service they are giving, their continued interest in the activities of the Department and their growing knowledge of the problems to be dealt with exercise an invaluable influence on the development of welfare services in Singapore. The feeding scheme is operated in close co-operation with the Medical Department and free meals are only given to children suffering from nutritional defects or who, as a result of poverty, are undernourished. The children are given one meal a day prepared in the Department's central kitchen according to a dietary scale drawn up by a nutrition expert from the College of Medicine.”

The age group for which the centres catered was from two to six: but older children who did not attend school could not be kept away and the opportunity presented itself of developing some centres into youth clubs and a further expansion to incorporate adults is now planned.

517. A similar development which need not be described in detail is taking place in Hong Kong.

518. In both Hong Kong and Singapore suppression of the traffic in women and children continued to occupy the attention of the Governments and of social workers.

519. A youth council has been established in Singapore representative of fifteen voluntary organisations. In Hong Kong there is a growing youth club movement operating under the aegis of a co-ordinating association.

In the West Indies youth work also is stressed and a Youth Organiser's post was created in Bermuda. A similar post was also filled in Mauritius. But much remains to be done in this sphere and the Colonial Social Welfare Advisory Committee has set up a sub-committee to study the question.

520. At the international level the International Children's Emergency Fund has commenced operations in the Far East and assistance is being given by the Fund to certain projects in these war devastated areas.

521. During the year an International Youth Conference was convened by the standing Joint Committee of Juvenile Organisations. Seven colonial delegates were invited as part of the United Kingdom delegation and there were a number of associate delegates who also attended. The colonial delegation attracted some attention as other powers had not included representatives from their colonial territories. A Provisional Council was held later with a view to establishing a permanent organisation: colonial delegates again attended.

522. *Other matters.*—Interest was evoked in blind welfare following the issue of a special report published jointly by the National Institute for the Blind and the Colonial Office with special reference to African and Middle East territories. Discussions have since been proceeding with the National Institute in the light of reactions from individual governments. A report on blindness in Trinidad was also made by a representative of the Canadian Institute for the Blind.

523. An important Social Survey was carried out in Singapore during 1947 and the Report published in 1948, which expressed in statistical terms many of the very difficult social conditions obtaining in the city. It represents a notable piece of objective enquiry.

524. Red Cross activities in the Colonies have been stimulated by visits from headquarters in England, and an Organiser has been appointed to Singapore. Elsewhere the Red Cross have assisted generously in specialised activities.

525. With regard to the organisation of official social welfare activities the year was one primarily of consolidation except in Trinidad where financial stringency led to the termination of some officers' contracts. Many colonies now have some form of social welfare organisation, either a separate department, a shared department or special posts; but the most important developments have taken place in the Far East. In Malaya the United Nations agreed to provide a post of Social Welfare Adviser on the staff of the Commissioner General, South East Asia, and steps were taken to secure a suitable candidate.

526. *Staff and Training.*—The Secretary of State's Social Welfare Adviser, Mr. W. H. Chinn, made a tour of the Far East between June and October, 1948, and visited all Colonial territories. This is the first visit of its kind made in relation to social welfare and proved stimulating to the Departments and officers concerned, as well as creating interest in the smaller colonies visited where there is no Welfare establishment. The sixth Social Science Course at the London School of Economics, which is still in progress, attracted a reduced number of students, partly owing to the fact that it was not necessary on this occasion to cater for Palestinian recruits. In addition, some social science students attended courses in Birmingham and at Southampton. The sixth West Indian training course in Jamaica took place from June to December, 1948, when once more a lecturer was

provided from this country for the eight weeks' course. A course in the Gold Coast came to a successful conclusion and one of the women students became the Senior Matron in the local Prison Service. Other students were sent by their colonies for special visits of observation: for example, a woman officer who is to take charge of Children's work in Grenada, a master in an Approved School from the Bahamas, and a Probation Officer from Trinidad saw various aspects of their work in this country. Such informal training courses for unofficials continue to be popular and are appreciated not only by the visitor but by the organisations providing the facilities for instruction. The Colonial Office was represented at the British National Conference on Social Work held at Church House in August, 1948, and a number of Colonial Welfare Workers attended as observers. Difficulty in securing suitable qualified male staff was experienced throughout the year and attention is now being given to the possibility of training suitable officers already available rather than attempting to recruit experienced social workers.

**(g) Welfare of Colonials in the United Kingdom**

527. At the end of the year under review there were over 3,400 students in the United Kingdom and Eire of whom 1,400 hold scholarships. For all these the Director of Colonial Scholars (who is at the same time head of the Welfare Department) has certain responsibilities. Six hostels for students are in operation (four in London and one each in Edinburgh and Newcastle), and others are planned. The experiment begun two years ago of appointing Liaison Officers to look after the interests of students from particular territories has proved very successful: these officers are appointed by the Colonial Governments concerned, and carry out their duties under the general control of the Director of Colonial Scholars. At present there are such officers for Malaya and Hong Kong, the West, East and Central African territories, West Indies and Mauritius. In order to discuss problems arising from the increasing flow of students to Britain, the Director visited the Federation of Malaya, Singapore, and Hong Kong, and also West Africa to give evidence to the Nigerian Commission on the Africanisation of the Public Services. In addition to administering scholarships and bursaries awarded from Colonial Development and Welfare funds and from Colonial Government funds, Welfare Department operates a scheme for the Further Education and Vocational Training of colonial men and women who served in the United Kingdom during the war: over 300 awards for higher education and 1,500 awards for vocational training have been made under this scheme.

528. Besides students, the Welfare Department is concerned generally with the welfare of colonial visitors to the United Kingdom, including seamen. Hostels for seamen have been set up in London, Liverpool, Cardiff and Tyneside. This work and the welfare of seamen in colonial ports is dealt with in consultation with the Merchant Navy Welfare Board and the Ministry of Transport. The Merchant Navy Comforts Service has provided a fund of £30,000 for colonial seamen. The employment and assistance of colonial workers in industry in the United Kingdom is dealt with through the Ministry of Labour and National Service and the Assistance Board. The department took over from the Ministry of Health the responsibility for the 1,500 Gibraltar evacuees who were housed in camps in Northern Ireland. There are 713 Gibraltar evacuees living in two hostels in London. It is expected that 375 of these people will be repatriated during 1949. Evacuees who intend to remain in the United Kingdom are being assisted to resettle, and the Lord Mayor's Empire Air Raid Distress Fund have made a donation of £5,000 to help this work.

(h) **Labour**

529. *Staff and Training.*—In the report for 1947-48 mention was made of the appointment of a Principal Labour Adviser and two Assistant Labour Advisers in the Colonial Office.

530. During the past twelve months, the Principal Labour Adviser, Mr. E. W. Barltrop, visited West Africa, Miss Ogilvie, Assistant Adviser, made a tour of East Africa and Mauritius and Mr. Parry, Assistant Adviser, visited Tanganyika with special reference to the problems of labour supply and conditions in the groundnuts development undertaking.

531. The staffs of many Colonial Labour Departments have been increased and in the case of some African territories this increase has been considerable and includes a number of Africans in training. Special training courses in this country were arranged during 1948 for a number of individual officers from the Colonies. Applications for admission to the first of the bi-annual standard training courses to be held in the United Kingdom under the auspices of the Ministry of Labour and National Service, commencing in April, 1949, far exceeded the twenty places available and the number has been increased to twenty-three places. Already a few vacancies only remain for the second course which is due to commence in October, 1949. The studies in these standard courses will cover industrial relations including conciliation and arbitration, trade unions, joint industrial and wages councils, factory inspection, employment exchange service and vocational training.

532. *Activities of Labour Departments.*—The improvement and supervision of labour conditions in Colonial territories and the improvement of industrial relations between employers and workers has shown progress. A number of territories have revised and strengthened their labour legislation on a variety of matters including wages and hours of work, contracts of employment of recruited workers, and the regulation (including minimum age) of the employment of young persons and children. In the Gold Coast the law relating to labour was amended and consolidated by the Labour Ordinance 1948.

533. In particular, increased attention was given to measures for the prevention of accidents and for compensation in respect of injuries. Factory laws were enacted in certain West Indian territories and arrangements are being worked out for the training in factory inspection work of locally-recruited staff in West Africa. In many territories the rates of compensation payable to an injured workman have been increased and in others measures are being taken to introduce similar improvements. The co-operation and co-ordination of policy in the field of workmen's compensation and factory legislation have been agreed upon by the Governments of Kenya, Tanganyika and Uganda, and an early result of these arrangements was the enactment in the first two territories of new and improved Workmen's Compensation Ordinances in identical terms. In West Africa legislation to reform the workmen's compensation laws of the four territories is under consideration locally.

534. A principal Ordinance relating to trade unions and trade disputes came into operation in Hong Kong during the year, while Cyprus and St. Lucia replaced their existing laws by new Ordinances. Other territories amended their trade union laws so as to remove from them provisions analogous to those in the United Kingdom Trade Disputes and Trade Unions Act, 1927. In the Federation of Malaya two Ordinances were passed

amending the Trade Unions Enactment, 1940. The first provided that a federation of trade unions should consist of unions whose members are employed in a similar trade, occupation or industry, and the second prescribed the qualifications necessary for officers of a trade union and a federation of trade unions other than the Secretary. Similar legislation has also been enacted in Sarawak.

535. The only territory in which there is no trade union legislation of any sort is Tonga, of which it can be said that both by custom and by legislation the rights of the individual Tongan are fully guaranteed.

536. *Labour Disputes.*—The effective work of Colonial Labour Departments in promoting settlements of labour disputes is an aspect of their work which does not generally receive publicity, but it is worthy of mention as is shown by the following figures in respect of Nigeria for 1947, the latest available. Fifty-nine labour disputes were reported during the year. Thirty-one of these did not involve stoppages of work and were settled by the normal process of conciliation through the Nigerian Labour Department. Of the remaining 28 disputes which led to strike action, efforts by the Labour Department to bring the parties together were successful in about 20 cases and work was resumed, in some cases pending the renewal of negotiations which were subsequently successful in achieving final settlements.

537. With few exceptions, conciliation by Colonial Labour Departments in labour disputes during 1948-49 was instrumental in preventing strikes or in bringing about an early resumption of work where stoppages had occurred. In Africa the only major stoppage was a general strike of African labour in Zanzibar during the early part of September, 1948. This stoppage grew out of an earlier strike of dock workers who were not satisfied with the wage increases obtained under an agreement made seven weeks earlier. Essential services were maintained and the strike ended, without any serious civil disturbances having occurred, after further wage increases had been agreed.

538. In Nigeria two important disputes affecting Government employees were settled by resort to statutory conciliation machinery. In one, Professor I. W. Macdonald from the United Kingdom acted as an arbitrator to adjudicate upon a number of claims regarding the wages of several grades of railway staff. In the other, a claim by the Federation of Government and Municipal Non-Clerical Workers' Unions for the reduction in working hours from 45 to 40 per week was the subject of an Inquiry by Mr. William Gorman, K.C. He recommended a reduction of one hour in the working week of certain categories of workers, but made no recommendation for the establishment of a 40-hour week.

539. In British Guiana a strike of sugar-cane cutters, which lasted three months and involved about one-fifth of the sugar producing area of the Colony, was eventually settled by agreement between the employers and labourers; but in the course of the dispute a riot occurred on the Enmore estate and during an attack on the factory the police were obliged to open fire with the result that 5 rioters were killed and 9 others injured. The incident has been the subject of an enquiry by a commission set up by the Governor. The commission's report is now under consideration.

540. At the request of the Governor of British Guiana, a commission was appointed, under the chairmanship of Dr. J. A. Venn, President of Queens' College, Cambridge, to enquire into the organisation of the sugar industry in that Colony, with special reference to means of production, wages and working conditions.

541. Other major stoppages of work which took place in 1948 occurred among the building trade workers in Cyprus and the phosphate mine workers in Ocean Island.

542. Economic Commissions of Enquiry into the working of the sugar industries in Trinidad, Antigua, and St. Kitts, under the chairmanship of Lord Soulbury, completed their work during the year. The report on Trinidad was published in March 1949, and the other reports are expected shortly.

543. *Trade Unionism in the Federation of Malaya.*—At the time of the outbreak of armed violence in the territory in June 1948 some 280 unions of employees were on the register of Trade Unions and of this number it is estimated that 127 were under communist influence. This is borne out by the fact that during that month 105 registered trade unions closed their premises and ceased their activities. At the end of December, 1948, 156 employees' unions were on the register, 17 of which had originally been under communist influence. In the six months ended December, 1948, 14 new employees' unions were registered. Apart from a small number of unions which had ceased to operate because of lack of support or other legitimate causes, the remainder had been struck off the register for failure to comply with their legal obligations, such as the submission of audited accounts. The Labour Department and the Trade Union Adviser's Department are giving every assistance to the Trade Unions which are now being formed or re-organised on democratic lines.

544. Mention should be made of the Pan-Malayan Federation of Trade Unions and the State Federations of Trade Unions which had been operating in the territory before the outbreak in June. These Federations were communist-controlled. They had applied for registration under the Trade Unions Enactment, but their applications did not comply with the requirements of that law, and the Associations failed to take steps to comply with these requirements. Their applications were still outstanding on the coming into force of the Trade Unions (Amendment) Ordinance, 1948, which confined registration of Federations of the Trade Unions to Federations of similar trades. It became necessary for the Associations to re-organise on a similar trades basis. In consequence of this, notice of refusal of their outstanding applications was served on each of them. No appeal against the refusals of registrations was lodged and there is no doubt that their leaders went underground to join the armed subversive movement.

545. In contrast to the succession of strikes which took place between December, 1947, and May, 1948, when 140 strikes had been called, there were during the ensuing six months only 54 strikes, none of them of major importance, and of this number 41 had been commenced in June, 1948.

546. *Other Matters.*—In Singapore legislation has been passed providing for the establishment of a Seamen's Registration Bureau through which, except in emergencies, all seamen must be engaged. This will result in the abolition of the ghaut serang system of engagement through sub-contractors, as recommended by Mr. S. S. Awbery, M.P., and Mr. F. W. Dalley in their Report on Labour and Trade Union Organisation in the Federation of Malaya and Singapore, which was published in Malaya in November, 1948, and in the United Kingdom in April, 1949.\* Other recommendations made in this Report are actively engaging the attention of the two Governments.

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\* Col. No. 234.

547. A noteworthy event in trade union affairs in the West Indies was a residential training course for trade unionists held in Barbados from September to December 1948, following upon a recommendation by Mr. C. W. Burrows, Labour Adviser to the Comptroller's Organisation in the West Indies. The course was held under Government auspices and was attended by trade unionists nominated by the unions in the various territories. Mr. Burrows acted as Dean and Mr. F. W. Dalley was the visiting lecturer from this country on trade unionism.

548. In August, 1948, a conference on labour recruitment was held in Jamaica attended by Labour officers from all the West Indian Colonies except British Guiana. It is hoped that as a result of action recommended by the conference it may be possible to secure increased opportunities for employment of West Indian labour in the United States of America.

549. Inter-territorial consultation on matters of common interest took place at a regional conference of British West African Labour Officers held in Freetown in February, 1949.

550. The Colonial Labour Advisory Committee, composed, apart from officials, of persons qualified to represent the difficulties of Colonial employers and workers, and independent members possessing experience of Colonial labour problems and conditions, met on eight occasions during 1948-49.

## CHAPTER VI

### RESEARCH AND SURVEYS

551. A full account of the considerable progress made in the various fields of research will be given in the Annual Report on Colonial Research, 1948-9, and it is only possible here to give a brief indication of the more important developments.

552. The projects referred to in the following paragraphs have received substantial assistance from the allocation for research provided for in the Colonial Development and Welfare Acts. Since 1940, nearly £6 million has been allocated to research schemes, spread over periods of ranging from a few months to ten years. Over £1½ million of this sum was allocated during the year under review. Over 300 research schemes have been made since 1940, together with a large number of supplementary schemes. The total sum paid out in respect of these schemes since 1940 was about £1½ million, over one-half of which was paid out during the year under review. Many of the most important schemes have been made to further the Colonial Office policy of promoting the organisation of research on a regional basis wherever possible.

553. *Agriculture, Animal Health and Forestry.*—Last year the establishment of the East Africa Agriculture and Forestry Research Organisation and the East Africa Veterinary Research Organisation was reported. A site for the new headquarters of the two organisations has been selected at Muguga near Nairobi, and preliminary work has been undertaken to prepare the site for permanent buildings, which will be begun shortly. A Colonial Development and Welfare Research grant of £325,000 has been made available for the development of this site and of the Veterinary Organisation's pathological institution at Kabete. An East African Agricultural, Veterinary and Forestry Research Council has been formed to assist the work of the two organisations. The West African Governments have

approved the setting up of similar organisations, and schemes have been made to provide for the appointment of Directors. The organisation of agricultural, veterinary and forestry research on a regional basis is under consideration by the Governments in South-East Asia.

554. As regards plant diseases, steps are being taken to give effect as early as possible to the recommendations made by the international commission which visited the Gold Coast to investigate the serious "Swollen Shoot" disease of cocoa. In Zanzibar, the team which has been investigating the equally serious "Sudden Death" disease of the clove trees has made progress in elucidating the nature of the disease and has made certain recommendations for its control.

555. A scheme was made during the year for the establishment of a Rice Experimental Station in Sierra Leone, and work throughout the year has continued at the Imperial College of Tropical Agriculture in Trinidad on cocoa, banana, and soils research, in Nigeria on the investigation of pests infecting stored products and in Tanganyika on fertiliser research.

556. *Fisheries.*—Three important Colonial Development and Welfare schemes were made during the year. These comprised the establishment of a Fish Farming Research Centre at Penang, in the Federation of Malaya, a West African Marine Fisheries Research Station in Freetown, Sierra Leone, and a Marine Fisheries Research Station in Hong Kong. The grants allocated for these three projects totalled £529,000. A scheme for the institution of a Marine Fisheries Research Station at Singapore is in course of preparation.

557. Another scheme of interest which was made was to provide for the training of a scientist in fish preservation and processing, with a view to his giving advice to Colonial Governments on these subjects.

558. *Activities sponsored by the Colonial Products Research Council.*—The Colonial Microbiological Research Institute, Trinidad, was officially opened on the 5th July, 1948, by the Rt. Hon. Lord Hankey, Chairman of the Council. In addition to the Director, the staff at present includes two microbiologists and an organic chemist, and research on various problems has already been started. An investigation into the action of new antibiotic substances on the growth of the fungus associated with the Panama disease of bananas, which had already been in hand for some time before the official opening of the laboratory, is being conducted. The organic chemist has obtained some interesting preliminary results in connection with a study which is being made into the fermentation of the cocoa bean.

559. Conophor oil, which is obtained from the seeds of the West African vine, *Tetracarpidium conophorum*, has been shown to be at least equal in quality to linseed oil; extensive cultivation and experiments are now being undertaken in West Africa with a view to ascertaining whether the vine can be cultivated economically on a commercial scale.

560. The oil from rubber seed has, in the past, been of poor quality owing to its high content of free fatty acid. Investigations carried out by Professor Hilditch on behalf of the Colonial Products Research Council have, however, shown that it is possible to produce a satisfactory quality of oil for use in the paint industry by sterilising the freshly collected seeds by heat treatment. It remains to be seen whether it is practicable to collect a sufficient quantity of the seeds and to treat them in this manner.



561. At the University of Birmingham a study is being made of various derivatives from sugar with a view to finding new products of industrial interest. These include a glucose substitute which may find a wide application in the ice cream industry, various plasticisers and analgesic and anti-pyretic drugs. In the same laboratory a substitute for blood plasma from sugar by a biological process has been developed and the manufacture on a pilot-plant scale has now been undertaken by a commercial firm.

562. Considerable progress has been made with the study of the growth factor of a parasitic plant, which is a serious pest of maize and millets.

563. *Medical*.—Colonial Development and Welfare funds have been made available during the year to assist a considerable number of researches. These include the maintenance of the work of the Nutrition Field Working Party and Nutrition Field Research Station in the Gambia, the maintenance of the East and West African Virus Research Institutes at Entebbe and Lagos, the establishment of a Malaria Service in Nigeria, the institution of an East African Medical Survey and establishment of an East African Bureau of Research in Medicine and Hygiene, the furtherance of scrub typhus research in Malaya, hot climate physiological research in Nigeria, research into relapsing fever in East Africa and into malnutrition and anaemia in Uganda, studies of the chemotherapy and epidemiology of malaria in East Africa, Malaya and North Borneo, a preliminary investigation of loiasis in the Cameroons and the acquisition and equipping of the Sir Alfred Jones laboratory at Freetown, Sierra Leone.

564. *Nutrition*.—Notable work has been done during the year by various bodies working under the Central Nutrition Organisation. This is described in Chapter V. Of special interest are the activities of the Field Research Station and Field Working Party in the Gambia.

565. *Insecticides*.—Work has been commenced on a large-scale scheme for the eradication of malaria in Mauritius. The preliminary work has been mainly in connection with the very considerable organisation needed for the campaign and with the setting up of mosquito-catching stations and the commencing of spleen and parasite surveys. Experiments in the dissemination of insecticides both from the ground and from fixed-wing aircraft have been continued in Uganda and Tanganyika by the East African Colonial Insecticides Unit. Further investigations have been carried out in the United Kingdom into the possible use of helicopters for insecticide-dissemination; and, in order that some of the fundamental problems arising from field experiments may be adequately studied, a small team has been established under the Colonial Insecticides Committee with its headquarters at the Chemical Defence Experimental Establishment near Salisbury.

566. *Locusts*.—The Red Locust swarming which began three or four years ago was successfully suppressed by an international campaign in the Lake Rukwa valley of Tanganyika and the Mweru-wa-Ntipa area of Northern Rhodesia. The extermination was so complete that the experimental work of aircraft spraying against flying swarms which had been planned in Rukwa had to be postponed until such time as flying swarms reappear.

567. The plague of the Desert Locust has come to an end after some eight years of extensive activity in Africa and the Middle East and the British organisations which carried out control measures in the area have been replaced by the Desert Locust Survey Department of the East Africa High Commission. Its main function will be to maintain field research teams in the known and suspected outbreak areas with a view to the timely suppression of any new outbreak.

568. In order to prevent an outbreak of African Migratory Locust plague on the Middle Niger, the control efforts by the French authorities have been assisted by contributions made by the British territories in Africa and a provisional International Control organisation is being set up to carry on this work.

569. The Anti-Locust Research Centre in London has continued its work of co-ordinating reports of locust movements and issuing forecasts of future developments. It has also extended the fundamental research work into locust behaviour and physiology which is mainly being carried out under its auspices at various British universities, and also in the Centre's own locust laboratory in the Natural History Museum, South Kensington. Field investigations on migration of locust swarms in relation to weather have been carried out in East and Central Africa in co-operation with local organisations and the Empire Cotton Growing Corporation.

570. *Tsetse and Trypanosomiasis*.—In November, four reports prepared for the Tsetse Fly and Trypanosomiasis Committee of the Colonial Office and edited for publication by the staff of the Bureau of Hygiene and Tropical Diseases were issued by the Colonial Office. The reports received considerable notice in the popular and specialist press and focussed attention on the gravity of the trypanosomiasis problem in Africa, the measures taken in British territories to overcome the menace of the tsetse fly and the present stage of research into the disease and the means of its transmission. As part of an effort to co-ordinate the activities of those concerned with the disease in the field and the various research institutions in Europe and America which have interested themselves in the problem, a grant was made under the Colonial Development and Welfare Act to supply some 350 copies of these four reports free of charge to scientists of whatever nationality who are directly or indirectly working to combat the disease. The four reports taken together form a valuable statement of present knowledge in this field; they also indicate immediate lines of research needing to be undertaken.

571. At the end of 1948 a preliminary announcement was made jointly by the Colonial Office and Imperial Chemical Industries Ltd. of the results of field trials conducted in the Sudan and East Africa with a new drug, Antrycide, which had proved to be a cure for trypanosomiasis infections in cattle, including *T. congolense* and *T. vivax*, hitherto particularly difficult diseases to treat by means of drugs. The drug had also been found to have a promising prophylactic effect, the nature and duration of which required further study. As soon as these results were known, arrangements were made for more extensive controlled trials with the new drug in different parts of Africa. Results so far received bear out the early promise of the drug both as a cure and as a prophylactic, and, although it is still in the purely experimental stage, several Territories have now begun to use it for practical as well as experimental purposes. Its value in the early stages will no doubt lie mainly in the protection of cattle along stock routes and during seasonal migration to pasture adjacent to tsetse belts. When the further trials are complete, however, plans will be made to use Antrycide, as well as other methods of entomological and chemotherapeutic control already evolved, in connection with schemes for cattle raising and mixed farming.

572. In the field of international collaboration a conference on tsetse and trypanosomiasis problems was held in February, 1948, at Brazzaville in French Equatorial Africa, and attended by representatives of all territories

m. Africa south of the Sahara. In accordance with its recommendations an International Scientific Committee for Trypanosomiasis Research has been established, and held its first meeting in London in February, 1949. Scientists from Belgium, France, Portugal, the Union of South Africa, Southern Rhodesia, the United Kingdom, and British Colonial Territories in East and West Africa are members of this Committee, and its permanent secretariat is in London. The function of the Committee is to review the work on tsetse and trypanosomiasis problems carried out both in laboratories and in the field, to stimulate further research, and to provide a regular opportunity for the discussion of particular research problems.

573. As a result of another recommendation of the Brazzaville Conference, the French and Belgian Governments have set up in Léopoldville in the Belgian Congo a Standing Trypanosomiasis Bureau through which workers in the field and in the laboratories of Africa, Europe, and America will be able to exchange information regularly on the progress of their work. The Bureau began to function in March, 1949, under the joint direction of the Pasteur Institute at Brazzaville and the Princess Astrid Institute at Leopoldville.

574. Throughout the year the London Tsetse Fly and Trypanosomiasis Committee continued to review, in close collaboration with the Colonial Insecticides Committee, the whole field of anti-trypanosomiasis work in British territories in Africa and to advise the Secretary of State on the various measures required to combat this disease. Good progress was made with the establishment of a Central Institute for Trypanosomiasis Research for West Africa, made possible by a grant under the Colonial Development and Welfare Act to cover two-thirds of the capital and recurrent cost over a period of five years. Buildings for laboratory and living accommodation for the staff of the Institute are in course of erection at Kaduna and Vom in northern Nigeria, and research work has already started. An important step in co-ordinating the research and practical work already in hand in East Africa was taken in August, 1948, when Dr. H. M. O. Lester, formerly in charge of the Sleeping Sickness Service in Nigeria and latterly Director of Medical Services in Palestine, assumed the post of Director of the East African Tsetse and Trypanosomiasis Research and Reclamation Organization in Nairobi. Dr. Lester visited London in February, 1949, to discuss his plans for the co-ordination and extension of work in East Africa, including the establishment of a Central Research Institute in Uganda for Uganda, Kenya, and Tanganyika.

575. *Social Sciences.*—The main activity in the Social Sciences has been the furtherance of plans for the establishment of Institutes of Social and Economic Research in Jamaica (attached to the University College of the British West Indies), in East Africa (attached to Makerere College) and in West Africa (attached to the University College at Ibadan). The Institute of Social and Economic Research for the West Indies has been inaugurated, a Director has been appointed and research staff is now being recruited. A number of individual research projects have also been started ranging from tribal studies in Sarawak and East and West Africa to more limited enquiries such as a survey of Friendly Societies in the West Indies, a historical study of the Gold Coast and a review of municipal development in Kenya.

576. During the year a number of post-graduate social science research studentships were awarded, providing 6-12 months' training in this country prior to employment on two years' research in the field.

577. An experimental scheme has been made to provide preliminary study in the United Kingdom for a limited number of qualified American anthropologists and sociologists prior to the employment overseas in the field.

578. *Oceanography*.—During the year plans were made for the work of the *Discovery* Committee and its scientific staff, and the two research ships *Discovery II* and *William Scoresby* to be taken over by the newly-formed National Institute of Oceanography, which will be responsible to the Admiralty. This arrangement came into effect on the 1st April, 1949.

579. *Water Resources*.—The report by Professor Debenham on the Water Resources of the Central and East African territories, to which reference was made in last year's report, was published early in 1949.\*

580. *Economic Research*.—The staff of the Colonial Office dealing with this subject was reinforced during the year by the engagement of a number of officers with training as professional economists or with experience as economic administrators. The Colonial Economic Research Committee has been strengthened by the creation of a special Advisory Panel of National Income Studies, the aim of which is to apply the modern technique of national income studies to the Colonial field.

581. During the year a report on the Rubber Growing Smallholdings of Malaya was published in the Colonial Research Publications series,† and two studies in the location of processing industries for Colonial products appeared in the Bulletin of the Imperial Institute. Studies at present in progress include the occupational structure of representative communities in the Gold Coast, the national income of Northern Rhodesia and Colonial monetary systems.

582. *Colonial Research Service*.—The announcement of the terms and conditions of the Colonial Research Service has had to be delayed, since it has been necessary to consult Colonial Governments and to take into account the recent revisions of salary scales and conditions of service in certain territories.

583. *Research Fellowships and Studentships*.—The terms of the Colonial Research Fellowships Scheme have been revised and the period of the scheme extended for a further five years. During the year schemes have been made to provide post-graduate studentships tenable at research institutes in the United Kingdom to prepare prospective Colonial research workers for duty in the Colonies as entomologists for stored products infestation investigations, for soil research problems and fisheries research.

#### SURVEYS

584. The Directorate of Colonial (Geodetic and Topographic) Surveys continued its activities, mainly in preparation of maps of specific areas scheduled for immediate development. Work has also proceeded on the preparation of standard topographic series. Recruiting and training staff has progressed steadily, but neither the field survey nor cartographic establishments are yet up to full strength.

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\* Colonial Research Publications (No. 2).

† Colonial Research Publications (No. 1).

585. The Royal Air Force continued air-photography in East and Central Africa until September, by which time approximately 140,000 additional square miles had been covered, despite less propitious weather. The Squadron moved to West Africa in October and a good start has been made on a very considerable programme of approximately 156,000 square miles (Sierra Leone 28,000, Gold Coast 38,000 and Nigeria 90,000 square miles). The first priority areas in all three territories have been completed.

586. The R.A.F. has also continued air-photography in North Borneo, Sarawak and Malaya.

587. Survey parties have been and are at work on the ground in Uganda, Kenya, Tanganyika, Nyasaland, Northern Rhodesia and Swaziland, and considerable progress has been made with the provision of control data for mapping.

588. Mapping has continued steadily and 64 map sheets have been published at various scales, covering approximately 20,500 square miles, while work on a further 115,000 square miles is in hand. Compilation has also been undertaken of small scale maps of the Falkland Islands Dependencies, an area of nearly half a million square miles, and 6 map sheets, covering over 200,000 square miles have been published.

## CHAPTER VII

### INTERNATIONAL RELATIONS

#### (a) Co-operation with other Colonial Powers in Africa

589. During the past year the arrangements for co-operation with the other Colonial powers in Africa have worked smoothly and satisfactorily, and have been extended. This co-operation is on two levels: the Colonial Office maintains direct contact with the Colonial authorities in Paris, Brussels and Lisbon, and the Colonial Governments in Africa have similar close and effective liaison with the authorities of neighbouring foreign Colonial administrations.

590. Three important international conferences have been held during the past year:—

(i) *A Phyto-Sanitary Conference* was held at the Colonial Office in August, 1948, attended by representatives of the Governments of Belgium, France, Portugal, Southern Rhodesia, the Union of South Africa, the United Kingdom and the British Colonies in Africa. As a result of the Conference a Phyto-Sanitary Convention, covering the African continent south of the Sahara, has been drawn up and is now before the Governments concerned for ratification. The Convention provides for the setting up of an African Plant Quarantine Commission, and the establishment in London of a permanent centre of information on plant pests and diseases. The Conference recommended that the Commission, when set up, should advise on the organisation of regional phyto-sanitary agreements within the framework of the Convention and on the minimum standards in staff and equipment required for regional quarantine stations.

(ii) *A Conference on Rinderpest* was held in Nairobi in October, 1948, attended by representatives of France and the French African territories, the Belgian Congo, the Portuguese territories in Africa, and the British African Colonies and Military Administrations, the Anglo-Egyptian

Sudan, Ethiopia, Southern Rhodesia, Egypt and the Union of South Africa. Observers attended from the Ministry of Agriculture and the F.A.O. The main recommendations of the Conference were the creation of a permanent information bureau and scientific committee in Africa, the establishment of three main centres for the production of anti-rinderpest biologicals for mass immunisation throughout the African continent (two in British territories), and the creation of a series of barriers to the southward movement of game and cattle which might carry rinderpest between the Anglo-Egyptian Sudan and Ethiopia in the north to the Zambesi in the south.

(iii) A *Soils conference* was held in Goma, Belgian Congo, in November, 1948, attended by representatives of Belgium, France, Portugal and the United Kingdom, of their dependent African territories, and of the Union of South Africa and Southern Rhodesia. The Conference recommended that an Inter-African Information Bureau on soil conservation and utilisation should be set up in Paris, and that an Inter-African Pedological Service should be established under I.N.E.A.C. (the Belgian Research Organisation) in the Belgian Congo to co-ordinate work on soil analysis and classification. The conference also recommended the setting up of at least three permanent regional soil conservation and utilisation committees and stressed the need for Governments to study traditional methods of land tenure, to undertake group cultivation trials in representative areas and to arm themselves with legislative powers to ensure that proper soil conservation methods were adopted.

591. In addition to these large scale conferences a number of smaller conferences or meetings took place during the year, both in Europe and Africa. Amongst those held in Europe may be mentioned the preliminary conference held in Paris in January, 1949, attended by representatives of Belgium, France, Portugal, the Union of South Africa, Southern Rhodesia and the United Kingdom to discuss the agenda and detailed arrangements for a conference on *indigenous rural economy* to be held in Nigeria in November, 1949; and a Conference also held in Paris in March, 1949, between representatives of Belgium, France, and the United Kingdom, to discuss *educational* questions of common interest, including the training of teachers, and various recommendations and proposals relating to educational questions in Africa made by the United Nations Trusteeship Council and U.N.E.S.C.O.

592. The Anglo-French Standing Consultative Commission for Togoland, set up in 1948 to supervise the programme of Anglo-French co-operation in connection with the petitions presented to the Trusteeship Council in 1947 by representatives of the Ewes in both French and British Togoland, held two sessions in 1948. The Commission comprises the Governors of the Gold Coast and of French Togoland as co-chairmen, two African members from French Togoland elected by the Representative Assembly of that territory, and African elected representatives of Togoland under U.K. trusteeship, together with a permanent joint secretariat.

593. The first session was held in Lomé in May and the second in Accra in December. At both sessions the Commission reviewed the measures taken to co-ordinate Anglo-French activities in the social, economic, political, and cultural fields, and made recommendations to reduce still further the difficulties caused to the inhabitants of both Togolands by the existence of the frontier. Both meetings were characterized by a spirit of understanding

and mutual goodwill and much concrete progress has been made, particularly in removing economic difficulties. A further meeting was held in April, 1949.

594. In September, 1948, the Central African Council organised a conference on *African education* at which were present delegates from Northern and Southern Rhodesia, Nyasaland, Portuguese East Africa and the Belgian Congo. This conference, implementing the suggestion made at the International Conference on Educational matters in Africa held in London in 1947, and referred to in last year's report, was primarily informal in character, but discussions covered such aspects of education as the administration and supervision of native educational systems, teacher training, industrial, technical and higher education, and the policy of the education of women and girls.

595. In November, 1948, a conference was held in the Belgian Congo between representatives of that territory, Tanganyika and Uganda to discuss the problems of migrant labour between Ruanda Urundi and Tanganyika and Uganda.

596. In West Africa negotiations have been successfully concluded between the Nigeria Government and the Government of French West Africa for the recruitment of Nigerian labour for working in the Gabon. The Government of the Gambia and Senegal reached agreement in July for the evacuation of 25,000 tons of Senegal groundnuts via the Gambia River. Similarly in Sierra Leone direct negotiations were instrumental in arranging for the evacuation of palm produce from French Guinea through Freetown. A further example of practical co-operation is to be found in the joint Anglo-French campaign to fight relapsing fever and other epidemics on the borders of Nigeria and French West Africa, involving the exchange of maps, drugs and personnel where necessary.

597. The importance attached to close Anglo-French co-operation in West Africa has been emphasised by the appointment of an Administrative Officer from the Gambia as Hon. Vice-Consul attached to H.B.M. Consul-General at Dakar.

598. International co-operation in dealing with the threat of *locust outbreaks* in Africa has been extended during the past year by the campaign against the African Migratory Locust in the French Sudan. This campaign was organised by the French, and financed to the extent of 40 per cent. by the British territories in Africa and 20 per cent. by the Belgians. The work is now being put on a more permanent footing by placing it under the control of a Provisional International Control Committee, which will include representatives of the British West, Central and East African territories. The first meeting of this Committee is to be held in May or June, 1949.

599. The Director of the International Red Locust Control Service, Abercorn, Northern Rhodesia, was able to report early in the year the successful conclusion of the campaign against the Red Locust hopper bands in the Lake Rukwa and Mweru-wa-Ntipa areas, Tanganyika. This was the last opportunity of attacking the localised swarms before the situation got out of hand, and the successful measures taken prevented the migrating swarms spreading over the whole of East Africa from Natal to Uganda. The cost of the campaign was shared amongst the British, Belgian and South African territories affected. A conference of officials from these terri-

teries was held in Salisbury in May, 1948, to continue the provisional arrangements for the International Red Locust Control Service for a further year. This Control Service has now been placed on a permanent basis by the signing in February of an International Convention between the Governments of the United Kingdom (on behalf of the East and Central African territories and Southern Rhodesia), Belgium and South Africa.

600. French, Belgian, Dutch and Portuguese representatives were invited to attend the Summer School of African Administration and the Devonshire 2nd Course Summer School at Cambridge in 1948, also the African Conference. Reciprocal arrangements exist with the Belgian and French Colonial authorities for visits of Colonial Service Cadets and Officers to the respective training courses and organisations.

601. Sir George Rendel, H.B.M.'s Ambassador in Brussels, visited the Belgian Congo in July and then, accompanied by Monsieur Wigny, the Belgian Colonial Minister, paid a visit to Uganda and Tanganyika.

#### (b) International Co-operation in Other Areas

602. *Far East*.—The economic section of the Commissioner General's Organisation has continued to act as convener for the regular monthly meeting of Liaison Officers. Fifteen countries, including the British Colonial Territories in South East Asia, are represented at these meetings which are concerned *inter alia* with the arrangements for fuel and food shipment programmes.

603. The Organisation has entered into working relations with the main international agencies so far operating in South East Asia, namely, the Economic Commission for Asia and the Far East, and the Food and Agriculture Organisation.

604. *Caribbean Commission*.—During 1948-49 Major General Sir Hubert Rance succeeded Sir John Macpherson, now Governor of Nigeria, as British Co-Chairman of the Caribbean Commission and head of the British National Section. Mr. E. E. Sabben-Clare, Colonial Attaché at H.M. Embassy in Washington, remained the second official British member of the Commission. Mr. G. H. Gordon, of St. Lucia, was re-elected, and Mr. W. H. Courteney, of British Honduras, was elected for the first time, as the two unofficial British members of the Commission.

605. The Commission held its Sixth Meeting in Puerto Rico in May and its Seventh in Guadeloupe in December, 1948. The Sixth Meeting was largely concerned with preparations for the Third Session of the West Indian Conference, and the Seventh with the results, but they also dealt with other business of the Commission and the Caribbean Research Council, and the Seventh Meeting completed the preparation of the Commission's budget for 1949.

606. The main event of the year was the Third Session of the West Indian Conference in Guadeloupe in December, 1948. It was attended by delegates from the Caribbean territories of the Member Governments and by observers from Canada, Cuba, the Dominican Republic, Haiti, the United Nations and the International Labour Office. The main theme of the Conference was "Industrial Development and Economic Productivity". In addition to its Plenary Sessions the Conference set up nine Committees which dealt respectively with the Secretary General's report on action taken



on the recommendations of the Second Session of the Conference; trade statistics and information; the Industrial Development Survey of the Caribbean; the regional development of tourism; research activities and the regional approach to research; a report on transport and communications; migration of labour, labour conditions, organisation and legislation; the Secretary-General's progress report on the work of the United Nations on Human Rights; and the agenda for the Fourth Session of the Conference, which is to centre on the theme "The Agricultural Problems of the Caribbean".

607. Nearly all these questions had been the subject of research and consideration by the Caribbean Commission and the Caribbean Research Council during the preceding year. The Conference recommended, and the Commission approved, that a report based upon the industrial development surveys which had been made by four experts from each of the Member Governments of the Commission, should be published as soon as possible: and that a Caribbean Tourist Development Association, of which the Caribbean territories of the Member Governments and the three Caribbean Republics would be members, should be set up with an additional joint fund of \$50,000.

608. *South Pacific Commission.*—By July, 1948, all six participating Governments had ratified the Agreement establishing the South Pacific Commission. Sir Brian Freeston, Governor of Fiji and High Commissioner for the Western Pacific, and Mr. H. H. Vaskess, who has recently retired from the post of Secretary to the Western Pacific High Commission, are the two representatives of the United Kingdom. Two meetings of the Commission have since been held at its temporary headquarters in Sydney, the first in May and the second in November, 1948. The first meeting was concerned mainly with matters connected with the fundamental organisation and establishment of the Commission. At its second meeting the Commission decided to establish its permanent headquarters at Noumea, New Caledonia. It also appointed its Secretary-General, Mr. W. D. Forsyth of Australia, and other senior officers and members of its Research Council, and drew up a programme of work. This includes the collection of information on air and sea transport services, a review of human quarantine laws and consideration of the possibility of improving tropical pasture lands in the region covered by the Commission's activities.

### (c) United Nations Activities

609. At the beginning of 1949 Mr. J. Fletcher-Cooke, of the Colonial Administrative Service, was appointed to the new post of Counsellor (Colonial Affairs) with the Permanent United Kingdom Delegation to the United Nations in New York. Two sessions of the Trusteeship Council have been held during the period under review: the Third Session from 20th June to 30th August, 1948, and the Fourth Session from the 24th January to the 25th March, 1949. Both Sessions were held at Lake Success and were attended by Sir Alan Burns, the Permanent United Kingdom Representative on the Trusteeship Council. Special Representatives from the United Kingdom trust territories attended both the Third and Fourth Sessions of the Trusteeship Council; at the Third Session there were present Mr. J. E. S. Lamb (Tanganyika), and Mr. D. A. F. Shute (Cameroons); at the Fourth Session Mr. D. A. F. Shute (Cameroons), and Mr. D. A. Sutherland (Togoland). In addition, Sir George Sandford, Administrator to the East Africa High Commission, also attended the Fourth Session as a Special

Representative in connection with the Council's study of the East African Inter-Territorial Arrangements in relation to Tanganyika.

610. As stated in last year's report, the Trusteeship Council is composed of six countries which administer trust territories and an equal number of non-administering countries, the "Big Five" powers being ex-officio members. The present non-administering countries are China and U.S.S.R. (both ex-officio), Iraq and Mexico (elected in 1946) and Costa Rica and the Philippines (elected in 1947). The Soviet Union had not attended the Council's First Session and most of its Second Session, alleging that the Trusteeship Agreements were illegal. The Soviet Representative took his seat, however, at the end of the Second Session, and has attended since then.

611. *Third Session of the Trusteeship Council.*—The most important items on the Council's agenda during its Third Session were the examination of the Annual Reports for 1947 on the trust territories of Tanganyika, Ruanda Urundi (under Belgian trusteeship) and New Guinea (under Australian trusteeship). These were the first Annual Reports to be submitted to the Council. Unfortunately the debates were at times neither relevant nor helpful, and indeed the deterioration in the atmosphere of the Trusteeship Council at its Third Session was such that, in his speech in the opening debate at the General Assembly in Paris on 27th September, 1948, the Foreign Secretary dealt at some length with the Trusteeship Council, pointing out that it was in danger of degenerating into a platform for political propaganda which would not serve the interests of the inhabitants of trust territories and could not do anything but undermine the trusteeship system itself.

612. The discussions on the Annual Reports at the Third Session of the Trusteeship Council showed that several members were particularly concerned about questions of administrative unions between trust territories and adjacent territories not under trusteeship. The Council showed special interest in the arrangements for inter-territorial organization in East Africa embodied in the East Africa High Commission. Several members of the Council maintained that the United Kingdom, as the administering authority, should have consulted the Trusteeship Council before including Tanganyika in these arrangements. The United Kingdom Representative, however, supported by the representatives of a number of other administering authorities, rejected categorically the thesis that such consultation was either necessary, since the Trusteeship Agreement specifically authorized the administering authority to take these measures, or desirable, since the role of the Trusteeship Council is purely supervisory. The Trusteeship Council also devoted much time to debating educational advancement in trust territories and examining progress made towards self-government. It examined a number of petitions from the trust territories, and further information provided by the South African Government on the Annual Report for South West Africa which the General Assembly, at its Second Session, had requested the Trusteeship Council to consider as a special arrangement, since South West Africa is not a trust territory. The Trusteeship Council also completed arrangements for the despatch of a Visiting Mission to East Africa. The Mission, which was under the Chairmanship of M. Henri Laurentie, the French Alternate Representative on the Trusteeship Council, and comprised in addition representatives of Australia, China and Costa Rica, visited Ruanda Urundi and Tanganyika from the 17th July to the 21st September, 1948.

613. *Special Committee on Information from Non-Self-Governing Territories under Article 73 (e) of the Charter.*—Article 73 (e) of the Charter contains an obligation on the Colonial powers to transmit regularly to the

Secretary General, for information purposes, subject to such limitation as security and constitutional considerations may require, certain technical information on economic, educational and social conditions in the non-self-governing territories for which they are responsible (other than trust territories). A Colonial paper (Col. No. 228) was published on the 28th August, 1948, summarizing the debates on this question during the Second Session of the United Nations Assembly. The paper made clear the intention of His Majesty's Government to resist any attempt to widen the scope of Article 73 (e) so as to include information on political and constitutional matters, or to use this provision of the Charter as a means of establishing international supervision over the administration of territories not under trusteeship. A Special Committee of the United Nations met at Geneva from the 2nd to 19th September, 1948, to examine the information transmitted by the Colonial powers during 1947. The United Kingdom Representative on the Special Committee was Mr. Fletcher-Cooke. He again defined the policy of His Majesty's Government in regard to the information transmitted under Article 73 (e) of the Charter.

614. *Third Session of the United Nations General Assembly.*—During the Third Session of the General Assembly, held in Paris from the 15th September to the 15th December, 1948, there was again much discussion of both information from non-self-governing territories and trusteeship matters. The United Kingdom representative in the Fourth Committee was Mr. G. H. Adams, of Barbados, who was appointed an Alternate Delegate in the United Kingdom Delegation.

615. On the question of information from non-self-governing territories, the Assembly adopted five resolutions, which *inter alia* invited the Colonial powers to submit certain political information on the non-self-governing territories under their administration and also requested them to submit to the United Nations full details of any constitutional changes in non-self-governing territories, as a result of which the Colonial power concerned would no longer consider it appropriate to transmit information in respect of those territories under Article 73 (e). Mr. Adams made it clear that His Majesty's Government would not feel able to act upon either of these requests, since they were beyond the provisions of the Charter. He again pointed out, however, that full information on all aspects of British Colonial administration is at all times available to the public, and is sent regularly to the library of the United Nations.

616. In regard to trusteeship, the Assembly focussed its attention mainly on administrative unions and educational advancement. Resolutions were adopted on each of these subjects. The resolution on administrative unions called upon the Trusteeship Council to investigate the question of administrative unions in all their aspects. The resolution on education in trust territories recommended *inter alia* that administering authorities should intensify their efforts to increase educational facilities and that the Trusteeship Council should study the financial and technical implications of the establishment and maintenance of a university for the inhabitants of trust territories in Africa by 1952. The representatives of the administering authorities concerned pointed out the impracticability at the present time of realizing a number of the recommendations in this resolution and in particular sought to show that, having regard to the existing and projected facilities for higher education in Africa, the establishment of a university for the inhabitants of trust territories in Africa is neither practicable nor desirable.

617. *Fourth Session of the Trusteeship Council.*—During its Fourth Session (24th January to 25th March) the Council examined the Annual Reports for 1947 on Togoland and the Cameroons under United Kingdom trusteeship, Togoland and the Cameroons under French trusteeship, and Western Samoa under New Zealand trusteeship. Although the Belgian and United Kingdom Representatives asked the Council to postpone until its next session the consideration of the Reports of its Visiting Mission to Ruanda Urundi and Tanganyika (see para. 612 above), pointing out that the two Governments had not had time to formulate their comments on the Reports, the Council nevertheless decided to give preliminary consideration to them at its Fourth Session. The discussion will be resumed at its Fifth Session, by which time the Council will be in possession of the comments of the two administering authorities.

618. The Council devoted some attention to the two principal items referred to it by the Third Session of the General Assembly, namely, the question of administrative unions and that of educational advancement in trust territories. Sir George Sandford, Administrator of the East Africa High Commission, supplied the Council with full oral explanations of the East Africa High Commission arrangements in their relation to Tanganyika; and a comprehensive statement of the origin, history, and nature of the East Africa inter-territorial arrangements was also circulated to the Council by the United Kingdom Delegation. The question is still being considered by a Committee, whose report will be considered by the Council at its next Session.

619. On the question of educational advancement in trust territories, the Council adopted a resolution calling upon administering authorities to intensify their efforts to increase educational facilities, to make primary education free and access to higher education independent of means, to improve and expand facilities for the training of indigenous teachers, and to furnish detailed information each year on the progress achieved. The Council also decided to set up a committee of four to investigate the possibility of establishing a university for trust territories in Africa by 1952. The committee is to report back to the Council in time for its Fifth Session, but by the end of the Fourth Session the President had not succeeded in constituting the committee.

620. The Council also appointed its Visiting Mission for 1949. The Mission will consist of representatives of Belgium, Mexico, Iraq, and the U.S.A., and will leave for West Africa about November.

621. Among other items dealt with by the Trusteeship Council at its Fourth Session may be mentioned a number of petitions, the majority of which were postponed so that they might be considered further in conjunction with the Report of the Visiting Mission to the East African Trust Territories.

622. *United Nations Economic and Social Council.*—The International Relations Department of the Colonial Office has continued to watch over Colonial interests in the work of the United Nations Economic and Social Council, and the various Commissions and Sub-Commissions operating under it.

623. Colonial Governments have contributed to the information supplied by His Majesty's Government in connection with studies undertaken in the social field (e.g. the status of women, measures of family assistance, organisation and methodology of social surveys in backward areas), and

are at present considering the draft of a new omnibus convention on the suppression of traffic in women and children which is to come before the United Nations Social Commission in May. Colonial Governments were fully consulted throughout the preparation of the Universal Declaration of Human Rights adopted by the General Assembly in December, 1948.

624. The Malaya and British Borneo group of territories and Hong Kong continue to take a full part in the *Economic Commission for Asia and the Far East*, of which they have been Associate Members since November, 1947. The Commission held its third Session at Ootacamund (India) in June, 1948, and its fourth Session at Lapstone (Australia) in December, 1948. At both Sessions the Malaya and British Borneo Group Delegation was led by the Hon. Tuan Haji Mohamed Eusoff, a member of the Malayan Civil Service. Dr. the Hon. S. M. Chau, assisted at Ootacamund by Sir Man-kam Lo and at Lapstone by Mr. R. C. Lee, represented the Government of Hong Kong. The Commission has accepted the invitation of the Government of Singapore to hold its fifth Session there, probably in November, 1949.

625. So far the Commission has been principally concerned with fact-finding enquiries. The Secretariat has made studies on trade promotion, the inter-relation of the economy of the countries of the region and Japan and facilities for technical training, while three Expert Working Parties, one on Financial Arrangements to Promote Trade in the area, one on Industrial Development (on which an expert nominated by the Government of Hong Kong was invited to serve) and one jointly with the Food and Agricultural Organisation on agricultural requisites, have presented reports. A Committee of the Whole Commission opened at Bangkok on the 28th March, 1949, to examine the report of the Working Party on Industrial Development, and resolutions on Agricultural Requisites and Trade Promotion adopted by the Commission. This Committee was expressly charged with the duty of setting up appropriate machinery and taking any action within the authority of the Commission to implement concrete proposals which might emerge.

626. None of the West Indian Colonies has applied for associate membership of the *Economic Commission for Latin America*, which was established in 1947. They are thus not included in the geographical scope of the Commission.

627. *United Nations Appeal for Children*.—Early in 1948 the Colonies were informed of the United Nations Appeal for Children and invited to consider the possibility of launching campaigns similar to the Lord Mayor's Appeal in this country. Sixteen territories (Aden, Bermuda, British Honduras, Cyprus, Falklands, Gambia, Kenya, Malta, Northern Rhodesia, Nyasaland, St. Helena, St. Vincent, Seychelles, Singapore, Tanganyika, and Zanzibar) set up voluntary Appeal Committees, and raised the very gratifying total of approximately £63,000 of which some £39,500 was allocated to the United Nations International Children's Emergency Fund, £3,000 to British Voluntary Agencies working abroad, £3,100 to other Voluntary Agencies, £900 to U.N.E.S.C.O. and the rest retained for local charitable projects. Nine other Colonies gave publicity to the Lord Mayor's London Appeal and contributed substantial sums to it.

628. *International Children's Emergency Fund*.—In September, 1947, six of the territories which had suffered war devastation (Hong Kong, Federation of Malaya, Singapore, North Borneo, Sarawak, and Brunei) applied for assistance from the United Nations International Children's Emergency Fund

for the provision of dried milk and protective foods, drugs, and medical supplies for children and nursing mothers. In July, 1948, (U.S.) \$250,000 was allocated to them but delay in appointing an I.C.E.F. mission to the Far East made it impossible to put schemes into operation until early this year. A further sum of (U.S.) \$22,000 was allocated to the Federation of Malaya and Singapore for seven medical Fellowships for the study of Child Health and B.C.G. Anti-Tuberculosis methods. The six territories mentioned above are to receive a further (U.S.) \$131,600 from the amount set aside by I.C.E.F. for work in the Far East in 1949, and will, it is hoped, derive advantage from the programme of malarial control for which I.C.E.F., in collaboration with the World Health Organisation, has allocated (U.S.) \$300,000 for the Far East.

629. *The Specialised Agencies*—Certain Conferences convened by the *United Nations' Food and Agriculture Organisation* have had particular significance for Colonial Governments. At the Annual Conference of the F.A.O. held in Washington in November, 1948, a report on developments in the Colonies in food and agricultural methods was considered. One of the Conference recommendations was that neighbouring Member countries should be encouraged to organise projects and conferences among themselves, thereby saving F.A.O. from duplicating work on purely local problems. This accords with the arrangements for regional co-operation which the Colonial Powers have been developing steadily for the last three years. As an example of the way in which the results achieved by direct co-operation between the Colonial Powers in Africa can be related to the world wide activities of F.A.O., the African Rinderpest Conference held in Nairobi in October, 1948, was immediately followed by a Conference in the same place under F.A.O. auspices attended by representatives of all the Powers at the former Conference and at which recent work on immunisation methods adopted by F.A.O. in China were discussed. Advantage was taken of the presence of the veterinary officers from the Union of South Africa and the Rhodesias to discuss foot and mouth disease and to arrange for an expert to be sent to this region to advise on methods of control.

630. The Conservator of Forests, Cyprus, attended the F.A.O. Soil Conservation Conference covering the Mediterranean region held in Florence in September, and made useful contacts with other experts who are concerned with similar problems of soil erosion. He also led the United Kingdom Delegation to the meeting of the Mediterranean Sub-Commission on Forestry and Forest Products held under F.A.O. auspices in Rome in December. The Sub-Commission recommended, *inter alia*, that the Governments concerned should set up Forest Seed Testing Services and that research into the technological aspects of production should be intensified. H.M. Embassies concerned represented colonial interests at the F.A.O. Latin-American Forestry Conference held in Brazil in April 1948, from which emerged a recommendation for a Regional Commission serviced by a group of technicians similar to that in the Mediterranean; and also at the F.A.O. Conference of experts on storage and preservation of grain and other products, held in Colombia in February, 1949, to which the Colonies concerned contributed written material.

631. Representatives of the West Indian Colonies and the Central Nutrition Organisation for the Colonies formed the United Kingdom delegation to a technical Conference on nutrition problems in Latin-America, held in Montevideo in July, 1948. The Conference studied the nature and extent of nutrition problems in the area, practical measures for improving nutrition and the contribution to progress in this field which could be made by

national, regional, and international Nutrition Organisations. It was recommended that similar conferences should be convened every two years by F.A.O. and that a permanent regional office, whose functions would include nutrition activities, should be established as soon as possible in Latin-America.

632. Arising out of the rice meeting in the Philippines, held in March, 1948, an International Rice Commission has been set up to deal with scientific, technical and economic problems involved in the production, conservation and distribution of rice, questions of vital importance to the British territories in South East Asia. These territories were represented by delegates and experts at the Inaugural Meeting held in Bangkok in March. They also sent their Fisheries Officers to the Inaugural Meeting held in Singapore in the same month of the Indo-Pacific Fisheries Council with a view to co-operating in the general co-ordination of scientific and technical research and the standardisation of equipment in the region.

633. The Colonial Office was represented at the *International Labour Conference* which met at San Francisco in June and July, 1948.

634. Advisers on Colonial matters, including an African schoolmaster, Mr. T. T. Solaru, from Nigeria, formed part of the United Kingdom Delegation to the *UNESCO* General Conference held at Beirut in November and December.

635. Plans are being worked out to enable colonial governments to participate as Associate Members in the *World Health Organisation*. The plans for regional development which are now being drawn up are likely to enable Colonial Governments to take an effective part in the organisation's activities.

#### (d) **Visa Abolition Agreement**

636. An agreement for the mutual abolition of visas which had been concluded between His Majesty's Government in the United Kingdom and the Governments of Denmark, Iceland, Italy, Luxembourg, Norway (including Spitzbergen and the overseas territories), Sweden, and Switzerland (including Liechtenstein) was extended with effect from the 10th November, 1948, to 28 Colonial territories.

## APPENDIX I

### LIST OF PARLIAMENTARY AND NON-PARLIAMENTARY PAPERS OF COLONIAL INTEREST PUBLISHED DURING 1948-49

- Cmd. 7433. The Colonial Empire, 1947-48. 2s. (2s. 2d.)
- Cmd. 7487. Exchange of Notes between the Governments of the United Kingdom and the Netherlands concerning the regulation of Trade and Payments between Singapore and the Federation of Malaya and the Netherlands Indies (with annex). London, 11th June, 1948. 1d. (2d.)
- Cmd. 7493. Colonial Research, 1947-48. 2s. (2s. 2d.)
- Cmd. 7533. Report of the British Guiana and British Honduras Settlement Commission, 1948. 7s. 6d. (7s. 11d.)
- Cmd. 7572. European Co-operation Memoranda submitted to the Organisation for European Economic Co-operation relating to Economic Affairs in the period 1949 to 1953. 1s. 3d. (1s. 5d.)
- Cmd. 7584. Broadcasting in the Far East. Copy of the Agreement dated the 7th December, 1948, between His Majesty's Postmaster-General and the British Broadcasting Corporation. 2d. (3d.)
- Cmd. 7611. Rice. International Rice Commission. Constitution approved by the Conference of the Food and Agriculture Organisation of the United Nations, Washington, November, 1948. 1d. (2d.)
- Cmd. 7650. International Convention for permanent control of Outbreak Areas of the Red Locust. 3d. (4d.)
- Cmd. 7679. Caribbean Area. Agreement between the Governments of Great Britain and Northern Ireland, of the French Republic, of the Netherlands and of the United States of America for the Establishment of the Caribbean Commission. Washington, 30th October, 1946. 6d. (7d.)
- Col. No. 218. Conference on the Closer Association of the British West Indian Colonies. Part II: Proceedings. 3s. (3s. 3d.)
- Col. No. 219. Recommendations for the organisation of Colonial Research in Agriculture, Animal Health and Forestry. 4d. (5d.)
- Col. No. 220. Report by H.M. Government to the Trusteeship Council of the United Nations on the administration of Tanganyika for the year 1947. 6s. (6s. 5d.)
- Col. No. 221. Report by H.M. Government to the Trusteeship Council of the United Nations on the administration of the Cameroons for the year 1947. 6s. (6s. 4d.)
- Col. No. 222. Report of the Commission on the Civil Services of Northern Rhodesia and Nyasaland, 1947. 1s. 3d. (1s. 5d.)
- Col. No. 223. Report of the Commission on the Civil Services of Kenya, Tanganyika, Uganda, and Zanzibar, 1947-48. 4s. (4s. 3d.)
- Col. No. 224. Report of the West African Oilseeds Mission. 1s. 6d. (1s. 8d.)
- Col. No. 225. Report by H.M. Government to the Trusteeship Council of the United Nations on the administration of Togoland for the year 1947. 4s. (4s. 3d.)
- Col. No. 226. The Colonial Office List, 1948; with supplement containing maps. List 15s. (15s. 9d.). Maps 21s. (21s. 5d.).
- Col. No. 227. Cyprus Constitution. Despatch dated 7th May, 1948, from the Secretary of State for the Colonies to the Governor of Cyprus. 2d. (3d.)
- Col. No. 228. Information on Non-Self-Governing Territories. Memorandum by the Colonial Office on the Proceedings of the General Assembly of the United Nations, 1947. 1s. (1s. 2d.)
- Col. No. 229. Report of the Commission on University Education in Malaya 7s. 6d. (8s.)
- Col. No. 230. Report on Potentialities for the Cultivation of Cocoa in Malaya, Sarawak and North Borneo. 9d. (10d.)



- Col. No. 231. Report of the Commission of Enquiry into Disturbances in the Gold Coast, 1948. 2s. 6d. (2s. 8d.)
- Col. No. 232. Statement by H.M. Government on the Report of the Commission of Enquiry into Disturbances in the Gold Coast, 1948. 6d. (7d.)
- Col. No. 233. Report of the Commission of Enquiry into Disturbances in Aden in December, 1947. 9d. (10d.)
- Col. No. 234. Labour and Trade Union Organisation in the Federation of Malaya and Singapore. 5s. (5s. 2d.)
- Col. No. 235. Report for the year 1947 by the East African Agricultural Research Institute, Amani. 6d. (7d.)
- Col. No. 236. Report of the Commission of Enquiry into the Swollen Shoot Disease of Cacao in the Gold Coast. 3d. (4d.)
- Col. No. 237. Production of Fish in the Colonial Empire. 4d. (5d.)
- Col. No. 238. Colonial Primary Products Committee Second Report. 1s. (1s. 2d.)
- Col. No. 239. Customs Tariffs of the Colonial Empire, 1948 (Vol. 1: East Africa. 6s. (6s. 4d.); Vol. 2: West Africa. 3s. (3s. 3d.); Vol. 3: West Indies. 10s. (10s. 6d.); Vol. 4: Eastern and Pacific. 6s. (6s. 4d.); Vol. 5: Mediterranean. 3s. 6d. (3s. 9d)).
- Colonial Research Publication No. 1. Report on a Visit to the Rubber-growing Smallholdings of Malaya, July-September, 1946. By P. T. Bauer. 4s. (4s. 3d.)
- Colonial Research Publication No. 2. Report on the Water Resources of the Bechuanaland Protectorate, Northern Rhodesia, the Nyasaland Protectorate, Tanganyika Territory, Kenya and the Uganda Protectorate. By Frank Debenham, O.B.E., M.A., Professor of Geography at Cambridge University. 10s. 6d. (10s. 10d.)
- Colonial Research Publication No. 3. African Labour Efficiency Survey. Edited by C. H. Northcott. 2s. (2s. 2d.)
- Fifth Report from the Select Committee on Estimates, Session 1947-48. Colonial Development. H.C. 181. 1s. 6d. (1s. 8d.)
- First Report from the Select Committee on Estimates, Session 1948-49. (Contains Colonial Office reply to Report immediately above.) H.C. 25. 9d. (10d.)
- Second Report from the Select Committee on Estimates, Session 1948-49. The Defence Estimates. H.C. 86. 4d. (5d.)
- Civil Estimates 1949-50 Class II Foreign and Imperial. Report on the Civil Appropriation Accounts (Classes I-IX) for 1947-48 (Session 1948-49) by the Comptroller and Auditor General. (Contains an account of three colonial development schemes.) H.C. 77-II. 2s. (2s. 2d.)
- Return of Schemes made under the Colonial Development and Welfare Acts by the Secretary of State for the Colonies with the concurrence of the Treasury in the period from 1st April, 1947, to 31st March, 1948. H.C. 166. 1947-48. 9d. (10d.)
- Overseas Resources Development Act, 1948. Accounts, 1947-48. 1st March, 1949. H.C. 90. 1948-49. 1d. (2d.)
- The Anchau Rural Development and Settlement Scheme. By T. A. M. Nash, O.B.E., D.Sc. 3s. 6d. (3s. 8d.)
- Trypanosomiasis in British West Africa. By T. H. Davey, O.B.E., M.D., D.T.M. 2s. (2s. 2d.)
- Tsetse Flies in British West Africa. By T. A. M. Nash, O.B.E., D.Sc. 30s. (30s. 9d.)
- Trypanosomiasis in Eastern Africa, 1947. By Professor P. A. Buxton, C.M.G., F.R.S. 3s. (3s. 2d.)
- Commonwealth Shipping Committee. Report on West Indian Shipping Services. 1s. (1s. 2d.)
- Overseas Economic Surveys. Economic and Commercial Conditions in British East Africa during the immediate post-war period. By A. G. C. Deuber, U.K. Trade Commissioner in East Africa. 2s. (2s. 2d.)

**APPENDIX II**  
**THE COLONIAL OFFICE, 1949\***

SECRETARY OF STATE FOR THE COLONIES	The Right Hon. A. Creech Jones, P.C., M.P.
MINISTER OF STATE FOR COLONIAL AFFAIRS ... ..	The Right Hon. the Earl of Listowel, P.C.
PARLIAMENTARY UNDER-SECRETARY OF STATE ... ..	D. R. Rees-Williams, T.D., M.P.

*Senior Staff*

PERMANENT UNDER-SECRETARY OF STATE	Sir Thomas Lloyd, K.C.B., K.C.M.G.
DEPUTY UNDER-SECRETARIES OF STATE ...	Sir Charles Jeffries, K.C.M.G., O.B.E. A. H. Poynton, C.M.G.
ASSISTANT UNDER-SECRETARIES OF STATE	Sir Gerard Clauson, K.C.M.G., O.B.E. J. M. Martin, C.B., C.V.O. G. F. Seel, C.M.G. C. G. Eastwood, C.M.G. A. B. Cohen, C.M.G., O.B.E. W. L. Gorell Barnes, C.M.G. J. J. Paskin, C.M.G., M.C.
SUPERINTENDING ASSISTANT SECRETARY ...	J. B. Williams.

*Principal Advisers to the Secretary of State*

AGRICULTURAL ADVISER ... ..	G. F. Clay, C.M.G., O.B.E., M.C.
ADVISER ON ANIMAL HEALTH ... ..	R. J. Simmons, C.B.E.
ADVISER ON CO-OPERATION ... ..	B. J. Surridge, O.B.E.
EDUCATIONAL ADVISER ... ..	C. W. M. Cox, C.M.G.
FISHERIES ADVISER ... ..	C. F. Hickling, Sc.D.
FORESTRY ADVISER ... ..	W. A. Robertson, C.M.G.
ADVISER ON INLAND TRANSPORT ...	A. J. F. Bunning, C.M.G.
LABOUR ADVISER ... ..	E. W. Barltrop, C.B.E., D.S.O.
LEGAL ADVISER ... ..	Sir Kenneth Roberts-Wray, K.C.M.G.
CHIEF MEDICAL OFFICER ... ..	E. D. Pridie, C.M.G., D.S.O., O.B.E., M.B., B.S.
POLICE ADVISER ... ..	W. C. Johnson, C.B.E.
ADVISER ON SOCIAL WELFARE ... ..	W. H. Chinn.
ADVISER ON TRAINING COURSES FOR THE COLONIAL SERVICE ... ..	Major Sir Ralph Furse, K.C.M.G., D.S.O.
SURVEYS ADVISER AND DIRECTOR OF COLONIAL (GEODETIC AND TOPOGRAPHIC) SURVEYS ... ..	Brigadier M. Hotine, C.M.G., C.B.E.
GEOLOGICAL ADVISER AND DIRECTOR OF COLONIAL GEOLOGICAL SURVEYS ...	F. Dixey, O.B.E., D.Sc., F.G.S., M.I.M.M.

\* Further details of the staff are given in the Colonial Office List, published by His Majesty's Stationery Office.

APPENDIX IIIA  
TEN-YEAR DEVELOPMENT PLANS

1.	2.	3.	4.	5.	6.
Plans Approved	Total	C.D. & W.	Loan Funds	Local Resources	(4 and 5) Local and Loan Resources
	£000	£000	£000	£000	£000
1. NIGERIA ... ..	55,000	23,000	16,000	16,000	32,000
2. SIERRA LEONE ... ..	5,256	2,900†	1,400	956	2,356
3. GAMBIA ... ..	1,980	1,300	250	430	680
4. KENYA ... ..	22,000	5,100†‡	7,000	9,900	16,900
5. TANGANYIKA ... ..	18,005	7,150‡	6,879	3,976	10,855
6. ZANZIBAR... ..	1,436	750	250	436	686
7. UGANDA*... ..	13,863*	2,500	2,000*	9,363*	11,363*
8. NYASALAND ... ..	8,258	2,303†¶	2,500	3,455	5,955
9. NORTHERN RHODESIA	17,000	2,728**	9,000	5,272	14,272
10. JAMAICA ... ..	23,030§	6,350	5,282	11,398	16,680
11. BARBADOS ... ..	3,411	800	1,000	1,611	2,611
12. ST. VINCENT ... ..	1,106	346	359	401	760
13. CYPRUS ... ..	6,350	1,750	3,000	1,600	4,600
14. MAURITIUS ... ..	7,698	1,786†	3,750	2,162	5,912
15. SEYCHELLES ... ..	325	250	—	75	75
16. ST. HELENA ... ..	200	200	—	—	—
17. ADEN (Colony and Pro- tectorate) ... ..	2,503	800	660	1,043	1,703
18. BRITISH GUIANA ... ..	6,646	2,500	2,757	1,389	4,146
19. GRENADA... ..	1,732	382	500	850	1,350
20. NORTH BORNEO†† ... ..	3,473	1,150	1,300	1,023	2,323
21. TURKS AND CAICOS ISLANDS ... ..	150	150	—	—	—
TOTAL 21 PLANS ... ..	£199,422	£64,195	£63,887	£71,340	£135,227

\* Uganda's Development Plan is now under review, as a result of which these figures may need substantial alteration.

† Includes contribution from Central Research Allocation.

‡ Includes contribution from East African Regional Allocation.

§ Based on 3rd draft plan.

|| Includes margin for reserve.

¶ Including £228,000 made available to Nyasaland from Central African Regional Allocation.

\*\* Including £228,000 made available to Northern Rhodesia from Central African Regional Allocation.

†† The reconstruction part of the North Borneo plan is not included in these figures.

*Note.*—Most of the figures given are based on the published plans of the Colonies concerned, but substantial revisions in the plans that have since been made have been taken into account in compiling the tables. The figures should all be treated as provisional since they are all liable to review.

APPENDIX  
CLASSIFICATION OF SCHEMES IN THE

*	1	2	3	4	5	6	7	8
	Nigeria	Sierra Leone	Gambia	Kenya	Tanganyika	Zanzibar	Uganda†	Nyasaland
	£000	£000	£000	£000	£000	£000	£000	£000
1. Administration and Organisation ...	995	236	—	889	1,000	—	1,630	380
2. Physical Planning Surveys and Census...	—	92	—	108	405	—	360	45
3. Communications								
(a) Civil Aviation ...	—	—	—	40	435	—	230	603
(b) Ports, Harbours and Water Transport ...	3,518	700	—	—	1,038	—	—	—
(c) Railways ...	—	—	—	—	1,038	—	—	—
(d) Roads ...	7,046	380	90	1,355	4,216	20	859	618
(e) Telecommunications and Posts ...	820	75	—	791	219	—	421	230
4. Economic								
(a) Agriculture and Veterinary ...	3,056	488	226	1,471	1,284	130	1,389	330
(b) Fisheries ...	157	8	—	18	—	—	128	—
(c) Forestry ...	929	197	—	459	268	—	139	140
(d) Irrigation and Drainage ...	—	178	—	1,070	428	—	677	250
(e) Land Settlement ...	—	—	—	3,200	50	—	—	—
(f) Soil Conservation ...	—	12	—	2,250	200	—	—	174
(g) Electricity and Power ...	1,544	—	—	—	—	—	—	400
(h) Industrial Development ...	261	10	45	250	25	—	—	—
5. Social								
(a) Education								
(i) Primary and Secondary ...	6,273	673	246	2,391	1,905	456	720	959
(ii) Technical and Vocational ...	1,585	175	—	310	341	15	180	190
(iii) Higher ...	—	—	—	—	—	29	—	—
(b) Medical and Health Services ...	10,903	1,000	309	867	3,004	336	1,350	1,050
(c) Housing and Town Development ...	332	400	1,000	560	1,429	240	3,000	500
(d) Nutrition ...	—	—	—	—	—	—	—	—
(e) Water Supplies and Sanitation ...	8,062	510	—	1,150	428	50	—	399
(f) Broadcasting and Public Information ...	—	—	—	17	—	—	73	75
(g) Welfare ...	384	77	—	18	42	—	100	—
6. Training Schemes for Colonial Service	—	—	—	—	—	—	—	—
7. Miscellaneous ...	2,180	45	14	932	250	14	1,675	615
<b>TOTAL OF SCHEMES ...</b>	<b>48,045</b>	<b>5,256</b>	<b>1,930</b>	<b>18,146</b>	<b>18,005</b>	<b>1,290</b>	<b>12,931</b>	<b>6,958</b>
<i>Add RESERVE, INTEREST CHARGES, ETC.</i>	6,955	Nil	50	3,854*	Nil	146	932	1,300
<b>TOTAL OF PLANS ...</b>	<b>55,000</b>	<b>5,256</b>	<b>1,980</b>	<b>22,000</b>	<b>18,005</b>	<b>1,436</b>	<b>13,863</b>	<b>8,258</b>

\* Includes approximately £3½ million recurrent expenditure on the

† This figure includes sums to be spent on technical education, but

‡ The Uganda Development Plan is now under review, as a result

§ Detailed plans not yet drawn up.

|| Includes £150,000 earmarked for the Game and Tsetse Department

¶ Includes Rural Development Scheme.

*Note.*—The figures given are based in most instances on the published plans of the Colonies concerned, account when compiling the tables. The figures shown, particularly those in this classified table, should

HB

## TEN YEAR DEVELOPMENT PLANS

9	10	11	12	13	14	15	16	17	18	19	20	21	22
Northern Rhodesia	Jamaica	Barbados	St. Vincent	Cyprus	Mauritius	Seychelles	St. Helena	Aden	British Guiana	Grenada	Develop- ment	Turcs and Caicos Islands	Total
£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	
2,655	435	167	46	102	52	5	—	156	—	28	915	4	9,695
—	47	—	2	—	—	—	—	10	15	—	61	—	1,145
900	60	44	—	—	—	—	—	56	23	—	127	—	2,518
50	—	10	86	83	—	5	1	—	578§	30	139	9	6,247
1,535	237	—	—	—	—	—	—	—	3	—	220	—	1,498
400	1,500	67	120	412	270	23	8	300	690	170	502	—	20,181
—	—	—	40	—	—	—	—	150	469§	60	17	—	3,692
1,717	3,147	358	196	371	156	17	36	—	372	351	110	10	15,215
133	10	68	13	—	127	5	—	10	1	12	25	—	715
300	281	32	—	880	—	15	5	—	238	48	46	—	3,977
330	805	309	1	934	338	6	—	300	2,158	101	189	—	8,074
—	1,650	—	57	—	263	22	—	—	162	—	—	—	5,404
100	50	—	12	200	1	—	5	—	—	—	—	—	3,004
56	—	—	50	—	263	—	—	400	2	63	—	—	2,778
250	100	50	—	—	450	—	30	—	104	—	—	3	1,578
2,500	3,290	406	78	702	563	155†	13	302	472	208	47	22	22,381
—	450	10	8	165	—	—	—	50	62	23	15	—	3,579
—	236	30	—	33	29	6	—	5	—	—	—	—	368
1,750	2,652	728	74	1,292	742	10	—	434	163	203	415	37	27,319
1,000	2,040	534	63	95	1,087	15	70	150	208	150	213	2	13,088
—	1,105	—	—	—	—	—	10	—	—	—	—	—	1,115
726	1,052	283	152	422	1,951	35	10	120	56	82	33	—	15,521
—	3	5	1	—	—	—	—	—	—	3	15	1	193
—	715	160	18	—	—	—	—	40	39	71	8	2	1,674
—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000†	527	150	35	259	31	2	2	—	831	129	376	7	10,074
16,402	20,392	3,411	1,052	5,950	6,323	321	190	2,483	6,646	1,732	3,473	97	181,033
598	2,638	Nil	54	400	1,375	4	10	20	Nil	Nil	Nil	53	18,389
17,000	23,030	3,411	1,106	6,350	7,698	325	200	2,503	6,646	1,732	3,473	150	£199,422

development programme.

not possible to break down the allocation between these two heads.

which the figures in this column may need substantial alteration.

ed Fisheries.

not in some cases, where fairly substantial revisions have since taken place, these have been taken into account and treated as provisional since they are all liable to review.

TIGHTLY BOUND

## TOTAL PUBLIC REVENUE AND TOTAL PUBLIC EXPENDITURE OF

COLONY	1938		1939	
	Revenue	Expenditure	Revenue	Expenditure
<b>EAST AND CENTRAL AFRICA</b>				
British Somaliland ... ..	206	227	169	262
Kenya ... ..	3,776	3,877	3,812	3,808
Uganda ... ..	1,864	2,038	1,718	2,740
Tanganyika ... ..	2,113	2,247	2,133	2,394
Zanzibar & Pemba ... ..	465	464	499	452
Northern Rhodesia ... ..	1,594	1,418	1,674	1,382
Nyasaland ... ..	842	810	817	806
<b>WEST AFRICA</b>				
Gambia ... ..	167	263	152	206
Gold Coast (including Togoland)... ..	3,780	3,489	3,734	3,631
Nigeria (including Cameroons) ... ..	5,811	6,867	6,113	6,499
Sierra Leone ... ..	886	910	1,131	1,165
<b>EASTERN GROUP</b>				
Federation of Malaya ... ..	19,126	20,336	16,532	19,018
Singapore ... ..				
Brunei ... ..				
North Borneo ... ..				
Sarawak ... ..				
Hong Kong ... ..				
<b>MEDITERRANEAN</b>				
Cyprus ... ..	1,023	908	1,013	1,022
Gibraltar ... ..	208	200	204	275
Malta ... ..	1,343	1,354	1,432	1,413
<b>WEST INDIES GROUP</b>				
Bahamas ... ..	412	655	423	466
Barbados ... ..	559	499	612	627
Bermuda ... ..	460	452	399	429
British Guiana ... ..	1,303	1,312	1,312	1,357
British Honduras ... ..	356	383	441	441
Jamaica ... ..	2,840	2,854	3,082	3,164
Cayman Islands ... ..	13	12	8	15
Turks & Caicos Islands ... ..	14	15	10	14
Leeward Islands:				
Antigua ... ..	124	120	127	152
St. Christopher-Nevis ... ..	137	123	148	180
Montserrat ... ..	27	37	29	35
Virgin Islands ... ..	9	10	9	11
Trinidad & Tobago ... ..	2,801	2,548	2,796	2,708
Windward Islands:				
Dominica ... ..	74	74	79	79
Grenada ... ..	170	172	158	174
St. Lucia ... ..	94	105	130	133
St. Vincent ... ..	102	97	102	100
<b>WESTERN PACIFIC GROUP</b>				
Fiji ... ..	801	871	839	987
Western Pacific High Commissioner Territories:				
British Solomon Islands... ..	49	52	47	59
Gilbert & Ellice Islands... ..	78	81	54	64
New Hebrides ... ..	28	23	25	23
Tonga ... ..	48	56	45	56
<b>ATLANTIC AND INDIAN OCEANS</b>				
Falkland Islands ... ..	73	78	62	75
St. Helena ... ..	27	30	15	33
Aden ... ..	149	128	204	147
Mauritius ... ..	1,339	1,800	1,425	1,382
Seychelles ... ..	67	63	88	83

## DIX IV

## THE TERRITORIES OF THE BRITISH COLONIAL EMPIRE (£ thousand)

1945		1946		1947		1948	
Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure
523	588	519	713	1,147	1,147	925	925
8,034	7,816	9,057	8,795	9,877	9,024	9,995	8,298
3,366	3,210	4,053	3,574	5,331	4,474	6,154	6,807
4,768	4,773	5,147	5,142	5,777	5,665	6,429	6,414
629	648	795	750	746	878	913	1,012
3,434	2,543	3,362	2,899	4,534	4,534	6,829	6,702
1,916	1,771	1,287	1,137	1,631	1,376	1,998	2,173
587	431	616	546	694	633	892	1,009
7,172	6,040	7,568	6,630	10,246	10,966	10,345	12,237
13,200	10,693	14,832	14,052	18,404	17,186	22,110	22,373
1,842	1,912	2,195	1,833	2,110	2,120	2,572	2,287
		15,132	23,765	31,328	33,307	32,291	36,447
		3,442	2,847	8,937	7,945	8,283	10,792
		90	79	512	210	711	473
		214	298	837	1,391	897	2,136
		650	705	1,503	1,282	1,600	1,504
		5,134	5,351	10,269	7,981	9,463	9,393
	No data						
3,555	3,525	4,517	4,002	5,121	4,607	5,469	5,768
510	469	545	752	1,389	913	638	672
4,007	3,362	4,891	4,540	5,234	4,739	5,247	5,145
608	705	824	839	1,353	1,113	967	1,369
1,530	1,145	1,696	1,146	1,870	1,726	1,838	1,971
816	836	1,066	1,035	1,455	1,363	1,418	1,407
3,169	3,388	3,159	3,253	4,184	4,112	4,623	4,484
622	628	654	633	730	722	740	828
7,748	7,614	8,391	7,851	9,032	8,746	9,256	9,538
30	24	31	29	35	36	46	44
64	53	62	70	40	51	57	47
297	310	384	349	385	362	357	438
276	319	330	287	379	310	341	365
76	80	91	86	91	100	126	102
27	27	31	32	17	28	50	31
6,366	7,011	8,727	6,653	7,776	7,795	9,223	7,972
162	181	303	264	220	200	199	224
381	428	580	520	574	524	566	669
328	448	358	308	283	325	260	323
216	250	337	329	350	325	313	311
1,525	1,619	1,944	1,785	2,458	2,098	2,552	2,252
57	259	279	267	156	462	525	525
27	181	253	278	264	453	601	550
78	69	61	51	83	49	96	84
109	90	127	88	191	114	179	178
111	102	199	222	104	126	116	137
64	84	99	89	84	96	120	95
947	746	921	740	908	696	745	1,060
3,217	3,269	3,788	3,938	2,989	3,686	2,967	3,103
132	101	253	140	193	171	222	219

See also Notes on p. 134.

## NOTES TO APPENDIX IV

1. Figures include amounts shown under Colonial Development and Welfare, and Grants-in-Aid. Generally, only the net surplus or deficit from Railways are included.

2. The figures refer to the calendar year shown except for the following :—

Aden, Barbados, British Solomon Islands, Gold Coast, Jamaica, Malta and Nigeria: 1st April to 31st March for all years (i.e. April 1938–March, 1939 for the year 1938).

Mauritius and Tonga: 1st July to 30th June for all years (i.e. July, 1938–June, 1939, for the year 1938).

Cayman Islands and Turks and Caicos Islands: 1st January to 31st December for 1938 and 1939, and 1st April to 31st March for 1945, 1946, 1947 and 1948.

Gilbert and Ellice Islands: 1st July to 30th June for the years 1938 and 1939; 1st July, 1945, to 31st March, 1946, only for 1945, and 1st April to 31st March for 1946, 1947 and 1948.

Hong Kong: 1st January to 31st December for 1938 and 1939; 1st May, 1946, to 31st March, 1947, for 1946, and 1st April to 31st March for 1947 and 1948.

Federation of Malaya, Singapore and Sarawak: 1st April to 31st December for 1946.

North Borneo and Brunei: 1st July to 31st December for 1946.

Labuan in 1938 and 1939 is included with Federation of Malaya and Singapore, and in 1946, 1947 and 1948 with North Borneo.

3. Conversions to £ sterling have been made at the following rates:—

Aden, Mauritius and Seychelles	... ..	Rupee	=£0 1s. 6d.
British Guiana and Trinidad	... ..	Dollars 4·8	=£1
British Honduras	... ..	1938	Dollars 4·89 =£1
		1939	Dollars 4·46 =£1
		1945–8	Dollars 4·03 =£1
British Solomon Islands, Gilbert & Ellice Islands & Tonga	... ..	£A.125	=£100
Brunei, Federation of Malaya, North Borneo, Sarawak and Singapore Colony	... ..	Dollar	=£0 2s. 4d.
Fiji	... ..	£F.111	=£100
Hong Kong	... ..	1938	Dollar =£0 1s. 2·875d.
		1939	Dollar =£0 1s. 2·75d.
		1946–8	Dollar =£0 1s. 3d.
Dominica, Grenada and St. Vincent	... ..	1946–8	Dollars 4·8 =£1
Antigua, Virgin Islands, Barbados, St. Christopher-Nevis and St. Lucia	... ..	1947–8	Dollars 4·8 =£1
Montserrat	... ..	1948	Dollars 4·8 =£1

4. Figures for the following territories are estimates:—

In 1947: British Somaliland, Federation of Malaya, Singapore, Jamaica, Cayman Islands, Turks & Caicos Islands, British Solomon Islands, Gilbert & Ellice Islands, Tonga and St. Helena; and, in 1948, all Territories.

5. The following should be noted:—

*Kenya*.—The East African Joint Services are included in Revenue and Expenditure for all years.

*North Borneo*.—In 1946–48 Revenue excludes Grants-in-Aid.

*Cyprus*.—Annual Grants-in-aid to meet Turkish debt charges are excluded throughout.



## APPENDIX V

O.E.E.C. EXPORT FORECASTS OF BRITISH COLONIAL PRODUCE  
IN 1952-3 AS COMPARED WITH EXPORTS IN EARLIER YEARS

(These forecasts are under examination and liable to modification. See paragraph 232.)

	Year			Units
	1936	1946	1952-3	
Groundnuts (in terms of oil) ... ..	128*	140	270	000 long to
Palm kernels (in terms of oil) ... ..	223*	159	221	Do.
Palm oil (in terms of oil) ... ..	194	147(b)	250	Do.
Copra and coconut oil (in terms of oil)	175	72	148	Do.
Sugar ... ..	984*	887	1,380	Do.
Cocoa ... ..	412	346	285	Do.
Rice ... ..	21	23	75	Do.
Cotton ... ..	86	53	115	Do.
Sisal and other hard fibres ... ..	125	138	156	Do.
Hides and skins ... ..	16*	12	16	Do.
Hardwood ... ..	14·9†	14·2‡	22·3	million c. feet
Copper ... ..	226(a)	212	316	000 long tons
Cobalt (metal content) ... ..	454	400§	1,200	long tons
Bauxite ... ..	171	1,235	1,919	000 long tons
Lead ... ..		16§	34	Do.
Manganese ... ..	527¶	589§	840	Do.
Tin ore (metal content) ... ..	70(a)	36§	82	Do.
Rubber ... ..	390	423	814**	Do.
Other edible oilseeds (in terms of oil)	28	10	12	Do.
Other non-edible oilseeds (in terms of oil)		0·5‡	1·5	Do.
Coal ... ..	14	176	118	Do.
Iron ore (metal content) ... ..	394*	356‡	545	Do.
Zinc (metal content) ... ..	13*	·21§	20	Do.
Chrome (metal content) ... ..		24§	57	Do.

\* Average, 1936-1938.

† Average, 1934-1938.

‡ Average, 1946-1947.

§ 1947.

|| Indicates exports nil or insignificant.

¶ 1937.

\*\* Malayan production only.

(a) Average, 1937-1938.

(b) Exports for 1947 in case of S.E. Asia territories.

## APPENDIX VI

AREA AND POPULATION OF THE TERRITORIES OF THE  
BRITISH COLONIAL EMPIRE

	<i>Area</i> (square miles)	<i>Population</i> (latest estimate)
<b>EAST AND CENTRAL AFRICA</b>		
British Somaliland ... ..	68,000	700,000
Kenya ... ..	224,960 (including water, 5,230)	5,180,000
Uganda ... ..	93,981 ( " " 13,680)	5,000,000
Tanganyika ... ..	362,688 ( " " 19,982)	7,080,000
Zanzibar and Pemba ... ..	1,020	265,000
Northern Rhodesia ... ..	290,323 (including water, 8,000)	1,720,000
Nyasaland ... ..	47,404 ( " " 10,575)	2,150,000
<b>WEST AFRICA</b>		
Gambia ... ..	4,033	251,000
Gold Coast (including Togoland) ... ..	91,843	4,100,000
Nigeria (including Cameroons) ... ..	372,674	25,000,000
Sierra Leone ... ..	27,925	2,000,000
<b>EASTERN GROUP</b>		
Federation of Malaya ... ..	50,850	5,000,000
Singapore ... ..	282	950,000
Brunei ... ..	2,226	41,000
North Borneo (including Labuan) ... ..	29,387	332,000
Sarawak ... ..	50,000	550,000
Hong Kong ... ..	391	1,800,000
<b>MEDITERRANEAN</b>		
Cyprus ... ..	3,572	460,000
Gibraltar ... ..	2 $\frac{1}{2}$	22,000
Malta & Gozo ... ..	122	307,000
<b>WEST INDIES GROUP</b>		
Bahamas ... ..	4,404	75,000
Barbados ... ..	166	198,000
Bermuda ... ..	21	36,000
British Guiana ... ..	83,000	390,000
British Honduras ... ..	8,867	62,000
Jamaica ... ..	4,411	1,350,000
Cayman Islands ... ..	93	7,000
Turks & Caicos Islands ... ..	202	6,500
Leeward Islands:		
Antigua ... ..	171	42,000
St. Christopher-Nevis ... ..	152	46,000
Montserrat ... ..	32	14,000
Virgin Islands ... ..	67	6,500
Trinidad & Tobago ... ..	1,980	590,000
Windward Islands:		
Dominica ... ..	305	48,000
Grenada ... ..	133	73,000
St. Lucia ... ..	233	71,000
St. Vincent ... ..	150	64,000
<b>WESTERN PACIFIC GROUP</b>		
Fiji ... ..	7,040	270,000
British Solomon Islands ... ..	11,500	95,000
Gilbert & Ellice Islands ... ..	375	36,000
New Hebrides ... ..	5,700	50,000
Tonga ... ..	269	45,000
<b>ATLANTIC AND INDIAN OCEAN</b>		
Falkland Islands (excluding Dependencies) ... ..	4,618	2,250
St. Helena & Ascension ... ..	81	5,000
Aden (Colony & Protectorate) ... ..	80 (Colony) 112,000 (Protectorate)	81,000 650,000
Mauritius & Dependencies ... ..	809	456,000
Seychelles ... ..	157	35,000